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SOVIET UNION ECONOMIC AFFAIRS

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NOVYY MIR URGES CHANGES IN CURRENCY SYSTEM

PM111401 Moscow NOVYY MIR in Russian No 8, Aug 87 (signed to press 2 Jul 87)
pp 205-221

[Nikolay Petrakov article under the rubric "Current Affairs": "The Gold Chervonets Yesterday and Tomorrow"]

[Excerpt] As far as money is concerned, everything is fine in our country now. Many commodities are in short supply. Metal, cement, bricks, cars, rolling mills. But as for money.... It seems that the question of money has been resolved. Maybe not in every specific instance, but on the whole. You rarely find economic managers complaining about the shortage of money for reconstruction of production units, building a new shop, and so on. And as for major economic leaders making such complaints--they are like museum exhibits. The higher an economic manager's position, the easier it is with money (not his own, of course, but state money). Development funds, credit facilities, the budget... There are plenty of sources of finance and they are, as a rule, generous. But to obtain finance for a project is less than half the job. That is the point when the trials and tribulations of getting hold of things begin--from nails all the way to excavators or lifting cranes. And the situation with money in the personal consumption sphere does not seem to be all that good. Many specific people complain that they do not have enough, want salary increases, and are not averse to earning some extra money. Coffee prices were quadrupled, but people still buy it and there are still shortages of coffee. The "Zaporozhets" sells at "Zhiguli" prices and the "Zhiguli" at "Volga" prices--never mind, people still buy them. Women's boots selling at R90, R100, and even R120--the lines are just as long. So we have a situation where everyone is short of money, but all of us together do not know what to do with our money!

So why is there more money than goods in the national economy? What is this: Is it a market element which our planning organs and "anticommodity" academics have not quite "finished off"? Hardly. Marx formulated the law of money circulation, whereby the amount of funds in circulation is determined by the sum total of the prices of circulating commodities and the average speed of money circulation. In this way, the volume of commodity output, commodity prices, the amount of money, and the speed of money movement are intertwined in a single knot. I can assure readers that all these parameters are planned in our country. There are detailed production plans, there are prices originating

from a special department--the State Committee on Prices--money emission is most strictly monitored by top-level state organs, and, finally, there is the cash flow plan which regulates the amount of money due to flow back into the state treasury from organizations and the population.

Everything is planned! And yet order simply does not exist. There's lots of money and not enough goods, hence the "dictatorship of the producer" or "take what you are given." It appears that under socialism it is possible to earn wages and bonuses, win a socialist competition victor's banner, and, finally, simply make profits by producing output which is needed by virtually no one. Production is often organized to suit the producer. It has long been known, for example, that we have a shortage of pickup trucks for carrying smaller consignments of goods. But motor vehicle manufacturers find it too much trouble to try to please the consumer. The upshot is trivial, just the overexpenditure of several million tonnes of gasoline, when others produce exploding television sets, electric pumps producing high-voltage shocks, bicycles that don't work, and refrigerators that do not refrigerate--and earn respectable sums of money for it all. Where does that money come from? This really represents "surplus money" because it is not backed by any material values. Thus the commodity-money imbalance is nothing but a factor applying the brakes to the operation of socialism's fundamental economic law.

Everyone talks about never-ending construction, and the volume of incomplete construction work is vast. But not a single construction project can be launched unless it is planned. The allocation of capital investments is particularly thorough. All this planning is initially expressed in billions and millions of rubles, there is simply no other way. But unless the volume of money allocation is matched by material supplies, money loses all its credibility. Capital investment quotas prove to be not an entitlement to acquire the necessary construction materials, equipment, and machinery, but just an authorization to beg for these resources, a reason to file petitions for supply orders. And so it begins: You've got the money, but there are no products to buy; there are products to buy, but not exactly what you need, and what you need has been assigned to others; just you try to determine whether those others had a greater need for the products or, more than likely, they were simply quicker off the mark or took them just in case, which, as everyone knows, involves no financial burden.

Unreliable money makes it necessary to plan not only sums but actually items and volumes, just like in a primitive pre-money society. Dispatch so many trucks here, so many spools of yarn there, and so on ad infinitum. Planning organs get involved in trivialities and lose their way in the bustle--plugging holes and removing bottlenecks. Here you have a missing delivery of a container full of electric motors, there you have holdups involving pipes, or dyes, or fertilizers, and so on and so forth. But what about development strategy, the definition of priority avenues, scientific and technical headway? There is no time for all that, there are other things to be done. Physical planning on a countrywide scale is a blind alley, especially as it creates an illusion that the plan covers each and every single item. What a victory for the planning principle! But in reality we have a victory for officialdom's faith in circulars and in the omnipotence of the paper bearing an official seal.

The fact that plans have been drawn up certainly does not mean that the planned nature of development has been ensured. The point is not just that you cannot allow for every single eventuality. Theoretically it is possible to take everything into account, though the pace of life makes it extremely inconvenient. Many "physicalists" pinned their hopes on the fantastic speed of modern computers. They forgot, however, that they should have taken into account not only the time taken to process information, but also the time taken to collect this information (not to speak of its veracity), the time taken to translate this information into a form digestible by the electronic wonder, and, finally, the time taken to notify the commands computed by the machine to those directly involved in their execution. Add to this the process of monitoring and error detection at all stages traversed by this information, which begins as report figures and ends as directives.

But even this is not the main point. Planning in physical terms contradicts the very idea of scientific and technical progress. If technology were stationary, one could still imagine that every little technological link could be programmed. It is well known, for example, that a strictly determined quantity of sulfuric acid, electricity, and apatite concentrate is needed in order to produce 1 tonne of superphosphate. But what happens if a new technology is invented? Or if proposals are made to boost the yield of agricultural crops using other methods competing with mineral fertilizers, like land reclamation, new methods to cultivate the soil or combat weeds and pests, and who knows what else that could be devised by that restless tribe of scientists, inventors, and rationalizers. And the same applies to any sphere of production--from consumer services to the heaviest of heavy machine building. What is to be chosen, which method is to be preferred? The one that reduces labor-intensiveness or the one that reduces energy-intensiveness, the one that enhances reliability and freedom from faults or the one that ensures precision in processing, the more productive one or the simpler one? It would be nice if all these aspects and qualities were to be ensured not under the "either-or" principle but in addition to one another; better to be rich and healthy than poor and sick.

But life is more complicated than that and thus, probably, more interesting. Most innovations contain various deviations from the traditional standards which they are trying to replace. These deviations must be assessed and reduced to a common denominator, and a decision has to be made about the innovation's future. In the overwhelming majority of cases, physical indicators are of no help at all. This is mainly why overcentralized planning of items and volumes remains earthbound! This kind of planning is incapable of looking beyond the norms for allocating (the implication being: to specific recipients) specific types of output, and perceiving which production units, sectors, and avenues of scientific and technical development are profitable today and which will be profitable tomorrow.

Physical indicators force us to grope our way, especially when seeking a solution to strategic questions of development. There are numerous examples of this. In the late fifties people overlooked the need to switch to advanced types of fuel and delayed the organization of the production of synthetic resins and plastics, and later "failed to immediately spot" the prospects of

broad computerization and, consequently, of robotics, flexible production systems, and so on; they "delayed the start" of mass assimilation of diesel motors in the automotive industry... A list of major and minor "slips" would run into several pages. Curiously enough, people were often unable to recognize the real efficiency of developments which, so to speak, dropped into their laps or grew under their noses. The continuous casting of steel and the "dry" method of cement production provide textbook examples of this. Both these inventions were born in our country and, as practice abroad has shown, have proved exceptionally efficient. But while the world's developed countries have made these Soviet technologies dominant, we are still "assimilating" and "introducing" them at a snail's pace.

It would be a gross mistake to attribute these countless blunders to the incompetence or, God forbid, malevolence of individual officials (this has already happened in our history, and nothing good has come of it). One of the main reasons has always been the same: The physical nature of planning work, the disregard for value assessments and indicators, and the weakness of the money and finance system. The hard ruble, in other words a ruble with identical purchasing power in all sectors and in everyone's hands, is the most reliable yardstick for expenditures and results in the economy. On the basis of such a monetary unit one can really evaluate and compare the efficiency of different economic solutions and calculate the cost of and return from different options for utilizing natural and labor resources and capital investments. Moreover, the ruble makes it possible to make comparisons at intersectorial level and evaluate the economic preferability of developing certain sectors faster than others, since money plays the role of common denominator making it possible to express in a standard economic form the most diverse specific types of activity and its results.

Many "anticommodity" economists said, and still can say it, if not at the top of their voices, as in the past: If results are compared against expenditures in terms of rubles and kopeks, everyone knows that the difference will represent nothing but profits; and if enterprises are oriented toward the maximization of profits, this is nothing but capitalism! Despite all the naivety of this argument, for decades it possessed a lethal force, even in the literal sense of the word. The people applying it (their names are well known in the scientific world) were perfectly well aware of its scientific weakness. They were aware of it, but applied the argument nevertheless. It was only after the 27th Party Congress that they calmed down to a certain extent. "It is also time to overcome prejudices about commodity-money relations and to stop underestimating them in the practice of the economy's planned management," M.S. Gorbachev emphasized. "The denial of the importance of their active influence on the enhancement of people's interest and the efficiency of production weakens economic accountability [khozraschet] and results in other negative consequences. In contrast, the healthy functioning of commodity-money relations on a socialist basis is capable of creating an atmosphere and conditions for economic management whereby results depend entirely on the quality of the collective's work and the ability and initiative of its leaders."

Why are the positions of "non-commodity" economists naive and erroneous?--I deeply believe that this question has to be answered time and again, if only

because some people still have not abandoned the slogan of contemporary "war communism" but have only put it under wraps until "better times." If income exceeds expenditure, this testifies to economic success and nothing else. "The surplus of the product of labor over the cost of maintaining labor, and the formation and accumulation of social production and reserve funds from this surplus--all this has been and remains the foundation of all social, political, and mental progress," as Engels wrote back in the past. Surplus product is the source of funds for common needs. What is reprehensible and capitalist about planning organs, together with all enterprises, working to ensure profitability of production? A stable monetary system boosts the efficiency of these efforts and makes it possible to enhance the accuracy of relevant calculations. Thus, a firm ruble would create conditions to strengthen the planning principle in our economy. If it were decided to give preference to the development of a certain sector or to promote a certain production unit, under a steady monetary system it would be sufficient for the authorities to back their decision by the appropriation of the necessary funds without having to think of how to provide the goods to be purchased with that money or how much metal, bricks, and so on to allocate for this purpose. Supply worries are inevitable only when money is "weak"--as it is in our country now. Furthermore, the economic situation is complicated and aggravated also because the weakness is uneven--in some places a ruble is worth almost nothing, in others it enjoys full purchasing power.

This is why the management system is like a hybrid of rationing and economic accountability [kartochno-khozraschetnyy kentavr]. Rationed supplies via the Gosplan predominate in heavy industry and partly in the light and food industries. The main factor here consists of quotas, requisitions, supply authorizations, and attachment of consumers to suppliers, and money and prices play virtually no role in economic decisionmaking. But in some places things are changing. Enterprises find that increasingly often they have to seek consumers for their output themselves, substantiate their prices more thoroughly, and take profits into account. In light industry the system of placing orders and concluding economic contracts is no longer simply a matter of form, and the demands of trading organizations do mean something. But the peculiar features of a "false bottom" economy still remain. On the one hand, enterprises seem to be more interested in end results and in studying consumer requirements because the trade network has started refusing to purchase fabrics, clothing, or footwear that are not in demand. On the other hand, however, what is needed in order to meet modern demands is not just, for example, a modern cut but also fabrics in modern prints and colors. This means that different equipment, different dyes, different technologies are needed. And all that is still being distributed on the basis of ration cards.

And while this remains so, self-financing and self-capitalization will remain largely imaginary. The hopes that it might be possible to introduce complete economic accountability at the lower levels while retaining the direct physical distribution of resources at the higher levels are obviously groundless. There will be no peaceful coexistence here. Evidence of this is provided by the latest experiences. The Sumy machine builders, for example, have started being more careful with their revenue since the collective's social development, material prosperity, and the future of production all

depend on it. And the main point here is the renewal of equipment. And they want to use the funds they have earned to acquire exactly what they need, even if they have to pay extra for it. But this elementary desire comes up against the old supply system with its rigidity (as can be seen from certain orders, which have to be submitted 2-3 years in advance so they can be incorporated in the plan) and its depressing non-mandatory nature.

The "hybrid" distribution system also prevails in the sphere of satisfying the population's needs. Even though "ration cards" occupy a position of secondary importance here, this position is quite noticeable and, most importantly, they do cause a certain social irritation. Our rubles are unequal. Unequal primarily according to regions, since commodity resources are not distributed around the country in proportion to the amount of money available to residents in these regions. There is abundance in some places, nothing to be seen elsewhere. This situation primarily diminishes people's material interest. Identical bonus payments in some cases (when it is easy to convert money into goods) can really encourage people to work better, while in other cases (when there is nothing to buy) they leave people indifferent.

It also happens that a particular commodity is more expensive in one region, cheaper in another, and even supplied at different prices to different social groups within one and the same region. I can hear objections: It can't be! Prices of basic foodstuffs and industrial goods in our country are centrally determined! How can we not recall Mikhail Zoshchenko at this point: "And we used to say it cannot be, but it was..." And still is, even today. There is a whole range of meat prices. State price, market price, cooperative price, public catering price. If purchasers in every city were free to choose where and at what price they bought their meat, this multiplicity of prices would be nothing terrible. But the whole point is that in reality this choice does not exist. The shelves in the state trade network's meat stores are empty, and people have to turn to cooperative sellers or, in their absence, to the market. Furthermore, major enterprises in many cities have organized order desks for their workers (at state prices, of course). But where is a physician or a teacher to buy this meat? Again at the market or the commission store and, of course, at three times the price. All these phenomena of daily life, to put it mildly, are of no help in strengthening the sense of social justice. Especially as the story is the same not only for meat, but also for potatoes, vegetables, fruit, dairy products at times, and housing.

The imbalance between the volume of money and the volume of goods generates speculation--redistribution of incomes in favor of a small group of persons. Some people find themselves close to the commodity distribution network by virtue of their official position (not necessarily high position, as long as it offers "access to commodities"), others do so because their light official workload gives them free time to stand in line and resell goods in short supply. Our society is waging a very active struggle against speculation. But this is not a struggle against the cause of the evil, hence the mistaken belief that it is impossible to destroy. Let us recall that, in the period of "war communism," grain was an object of wild speculation. The most decisive measures were taken to eradicate it (today's measures bear no comparison with them), but their effect was negligible. Speculation in grain disappeared automatically following the introduction of the New Economic Policy.

Bribery is a curious variety of speculation nowadays. There is virtually no difference (maybe only in size) between the banknote slipped into the salesman's pocket for a suit from the back room, and the envelope left in the chief's office for a resolution in favor of allocating--"by way of an exception," of course, and, of course, "for cash"--a carload of planks for a dacha, a cooperative apartment, a "Volga" car, a travel voucher to a semi-official sanatorium, and so on and so forth.

And how about the phenomenon of "selfless bribery" or "bribery in the public interest" whereby an economic manager, in order to obtain the electric motor his production unit needs, must bribe another, who has such a motor standing idle, instead of simply buying it and at a discount too (after all, the motor is not needed by its owner)?

It would be a grave mistake to imagine that flaws in money circulation deform only economic life and the mentality of economic managers. Economic and spiritual principles are intertwined most closely. The democratization of social life is altogether impossible with a firm Soviet ruble. Corruption develops, spirituality is perverted, and the level of artistic creativity declines wherever economic accountability is lacking. It has proved possible, for example, to make movies of no interest at all to either Soviet or foreign audiences and receive for them payment not only in full but often even in excess. And all this is done beneath the slogan that art and economic accountability are incompatible. And in contrast the complete absence of glasnost when that same hack movie was approved for production and the absence of audiences in movie theaters are compatible. It is perfectly acceptable to make "immortal" movies at the people's expense, inflating as much as possible the estimated costs and the amount of location shooting in the streets of Paris and London, but to make income dependent on the audience is a bad thing and, you see, degrades master artists.

And they make this claim so confidently, as if there had never been G. Chukhrai's long experiment demonstrating that complete economic accountability does stimulate the appearance of highly artistic movies, as if they had never been a time when the Taganka theater's revolutionary historical shows had not only not scared the audience off, but had pulled them in like no one else's. Economic accountability is democratic and for that very reason it is dangerous to those who contribute nothing, no matter what they are engaged in--the economy, art, politics, or soccer. Incidentally, I will be interested to see how the discussion about economically accountable soccer clubs ends.

So we see at every step that the "truncated ruble" in our system has a distorting effect on the social orientation of different groups of working people, making it difficult to implement socialist principles of distribution, reducing the effectiveness of plan decisions, and discrediting the idea of economic accountability and self-financing. The rickety, disorderly monetary system is like sandy soil in which the runner's feet get bogged down. Any acceleration on a running track like that is, I believe, impossible and any extra effort could actually disappear into the sand. Shortages and unearned income, sluggish material and technical supplies and the autocratic tendencies of ministries, associations, and enterprises, freeloading at the budget's

expense and artificial isolation from the consumer--they are all components of the braking mechanism and they are all directly associated with violations of the demands of the law of money circulation.

The CPSU Central Committee January (1987) Plenum set a clear task: In order to ensure acceleration it is necessary to destroy the braking mechanism. The running track of our economy must have a modern surface.

The actions of finance and credit bodies are a whimsical combination of petty tutelage of enterprises and leveling. This classic patriarchal-community solicitude is borrowed from planning organs. It is thought that finance must buttress the plan. This economic ideology has led to a situation where the multitude of plan indicators has a mirror image in the heaps of instructions, statutes, and interpretations regulating an economic manager's every step in spending even what you might call "his own" funds. Savings in one fund cannot be used for other needs--instructions prohibit it. Funds are not the whole story. Anyone who goes on a business trip knows that per diem money cannot be spent on a hotel and vice versa. Suppose you live under a bridge and indulge in gluttony, or, even worse, get rich by appropriating state kopeks.

Perhaps our finance and credit system is characterized most clearly by a term it has originated: the "planned loss-making enterprise." You might think that loss-making means inefficient, detrimental. But if the enterprise's products are planned it means that society needs them, that they are a source of benefit. This is followed by muttered references to defective prices as an explanation of this paradox. It is regarded as self-evident that in order to rectify shortcomings in the prices sphere it is permissible to turn upside down the principles of the operation of the finance and credit system! Only in mathematics do two minuses make a plus. In economics (as in technology) mending one part by making a mess of another only makes the entire system more unreliable.

The desire to pay for every ingredient of the plan, that is, cover even errors in planning, even inefficient work, requires funds. These funds can be obtained in only two ways: Either by taking income off good workers, or by calling expenditure income. The first method is crude leveling, treating all alike. The second way is more tortuous. It has to be traced to see where we get the pseudomoney from. It always takes some time from the moment any article is produced to its sale to the consumer. During this period the article travels (in freight cars, containers, trucks) or sits (in a plant or wholesale warehouse, on a store shelf). While the goods are on their way to the consumer the plant has to exist on something--continuing to produce, settling accounts with suppliers, with the budget, paying wages. Gosbank gives enterprises loans for this purpose.

And everything would be fine if all the goods found a buyer in the "normative time." But as soon as an item starts sitting doing nothing on a warehouse or store shelf, credit turns into surplus money. The money has already dispersed, becoming income entries in various local, republican, and union budgets and having been given to workers and employees in the form of pay and bonuses.

But the goods themselves have not been sold. In the past decade above-normative stocks of goods and materials have doubled. Thus the movement of money ceases to be an accurate reflection of the circulation of products of labor. Inflation phenomena appear. Credit amnesties in the case of poor work by enterprises and entire sectors reduce the economic activeness of leading workers by devaluing the money they have honestly earned.

To strengthen the Soviet ruble is to raise the economy to a new level. The accelerated improvement of social labor productivity is impossible without restructuring economic relations, and the restructuring needs a healthy, effective monetary system. The solution of these problems lies in consistent and uncompromising implementation of the idea of tax in kind [prodnalog].

It is necessary to abandon once and for all the one pocket theory which held sway for a long time. Our enterprises are state enterprises, they say, and all the income ultimately belongs to the state, so it is not all that important how much a particular plant earns. No, property in our country is public property, but the contribution to it by each collective and each working person must be most carefully taken into account. In this respect the question of forms of enterprise taxation deserves the closest attention. Recently the principle of proportional distribution of profit (the Sumy experiment) has become very popular in the literature: You give so much to the state and keep so much for yourself. As a possible form of relationship between state and enterprise it is certainly permissible, and sometimes the only reasonable option. But one should not ignore the fact that it is favorable for the enterprise, but hard on the state.

The Sumy experiment established a specific proportion for profit distribution (7:3, 5:5, and so on). It is fine if the enterprise operates steadily, for then budget revenue is steady. But imagine if profits were halved for some reason. One might object and say that the enterprise has suffered to the same degree. That is so, but the workers and engineers received full pay and only lost out on bonuses. Yet teachers, doctors, pensions, and grants are paid out of the budget. Therefore, state revenue needs stricter guarantees behind it. Firm payment rates could represent guarantees. The linking of tax to the means of production used by enterprises' collectives highlights the very important political economic significance of taxation: By means of taxes society exercises its right of ownership over economic resources. But it must exercise this right with the utmost honesty and scrupulousness and without being in the least arbitrary and cunning. Anything in excess of tax must remain wholly and completely at the disposal of the enterprise collective. Incidentally, Lenin absolutely insisted on this condition when introducing tax in kind. To seek loopholes for getting at this untouchable part of income (even in the very highest interests) is to undermine economic accountability and self-financing.

Of course, the earned ruble must always be able to find goods with ease anywhere. The 23d CPSU Congress talked of the expediency of replacing rationing with wholesale trade. It was decided to start trading in types of resources which were not in short supply and then, as shortages were eliminated, to expand the area of wholesale trade. But it all happened the other way round. As credit was pumped into the economy a situation developed where nearly everything was in short supply. Some serious specialists believe that trade should

have begun precisely in scarce goods, primarily innovations and advanced specimens of scientific and technical progress. If the consumer agrees to pay a high price for an innovation and pays it out of his own pocket, then that alone is a guarantee that he will use in a way yielding an income exceeding the price. The contract price in this area must be the main instrument of the quest for the most effective applications of new equipment.

Trade in innovations at flexible prices must finally become the rule in retail trade as well. It has to be said that a fair amount, if not too much, has already been done in this area. At any rate, price often runs ahead of quality. But what is really essential is the transformation of "Berezka" stores [selling imported goods and luxury items only for hard currency] everywhere into stores offering superior-quality goods (as in the GDR and Hungary), albeit at higher prices, but certainly for ordinary rubles. It is necessary to eliminate "Berezka" rubles as an outdated system for attracting the foreign currency obtained by Soviet citizens temporarily working abroad. This problem can be solved fairly simply by other methods if it has the right to be called a problem in the first place.

The real problems of improving the monetary system are considerably deeper and more acute. It is time also to begin seriously discussing the uneven distribution and accumulation of masses of cash by various groups of the population and the correlation between the pay of different categories of working people. This is a neglected area of economic activity. Inertia tendencies have long held sway, and this has led to the preferential growth of pay for heavy but not very skilled labor. Instead of replacing it by production mechanization and automation money has been printed and distributed. There has also been a marked erosion of the pay differential between workers and engineers. The average pay of an engineer in industry is now only 10 percent higher than the average pay of workers; in construction the average engineer's pay is even lower than that of a worker. For comparison it can be said that in 1940 an engineer in industry received 2.1 times more than a worker, and in construction the difference was even greater--2.4 times.

It is no coincidence that at the CPSU Central Committee June Plenum M.S. Gorbachev repeatedly returned to the idea of the need to radically modernize the sphere of finance and money circulation and named the problem of strengthening and increasing the prestige of the ruble as a factor directly contributing to the "creation of an effective cost-cutting mechanism and the real strengthening of socialism."

The burden of violations of economic laws (primarily the law of distribution according to labor and the law of money circulation) which has accumulated over the past 15-20 years cannot be removed at one fell swoop, but nor can it be borne any longer if the task of acceleration is seriously set.

That is our opinion. And, presumably, not only ours.

/9716

CSO: 1820/0226

APK ECONOMIC MECHANISM RESTRUCTURING ASSESSED

Moscow POLITICHESKOYE SAMOOBRAZOVANIYE in Russian No 6, Jun 87 pp 27-35

[Article by G. Besspakhotnyy, doctor of economic sciences, and V. Shtanov, chief, Department for Improving the Economic Mechanism of the USSR Gosagroprom: "The Economic Mechanism for the APK: Problems and Perspectives"]

[Text] There have been positive advances in the country's agro-industrial complex during the first year of the 12th Five-Year Plan. There has been a marked growth in agricultural output and improvements in the economic efficiency of kolkhoz and sovkhoz production. Social policies in rural areas are being actively pursued.

At the same time, one cannot be satisfied with the results. Huge potentials have been created for the agro-industrial complex. During the current five-year plan the state will allocate one-third of all capital investments to its development. The time has come to accelerate the movement forward. Speaking at the CPSU Central Committee Conference on 23 January 1987, comrade M. S. Gorbachev stressed: "At this stage priority is to be given to decisively improving the potentials created in the countryside. Anybody who still continues to concentrate his efforts on extorting more resources is grossly mistaken."

The struggle to improve production efficiency in the countryside is taking place in a qualitatively new economic situation. The number of money losing farms was substantially reduced after the May (1982) CPSU Plenum. Today's agenda calls for converting all kolkhozes, sovkhozes and other APK enterprises to full cost accounting, this presumes self-support [samookupayemost] of outlays and self-financing of capital investments. All this requires a new psychology and developed economic thinking among cadres. This does not mean executors, awaiting instructions from above, but workers with initiative, creatively searching for solutions to economic questions and to the needs of contemporary agro-industrial production.

The next regular CPSU Central Committee plenum will soon be held. This plenum's main task is to complete the creation of an integral system for managing the country's economy. The restructuring of the APK's economic mechanism is an important part of this task. It is advancing along the entire front, touching upon all APK enterprises involved in production and sales,

from the field to the customer and covers all management levels. However, not all the echelons in the agroprom have turned to solving the tasks. Neither are all the screws in the economic mechanism tight. As V. I. Lenin expressed it, an economic mechanism should be well adjusted and function like a clock. At the January CPSU Central Committee Plenum it was noted that after working a year on the new management structure and having an improved economic mechanism we have not been able to achieve the needed reductions in nonproductive expenditures at kolkhozes and sovkhoses and completely use the favorable possibilities for substantially improving labor productivity.

The introduction of new management methods in the APK is hindered by the mechanism for retarding social-economic development which has been built up over preceding years. The decree from the January (1987) CPSU Central Committee Plenum notes: "...conservatism, inertia and obsolete thinking have still not lost their force." The plenum directed attention to the need to promote and educate genuinely competent, entrepreneurial managers of enterprises and associations capable of working with people and able to move to the front ranks of scientific-technical progress under contemporary conditions. They should be given all around "help in very rapidly assimilating economic methods of leadership based upon full cost accounting and self-financing, broad independence and increased responsibility for association and enterprise work results..."

FARMS' ROLE INCREASES

The decisive direction in restructuring the APK economic management mechanism as defined by the 27th CPSU Congress is a change in the role of the basic production units: kolkhozes, sovkhoses and other agro-industrial enterprises and associations. These changes are reduced to creating conditions for farms to become economically independent, totally responsible for results from their production and economic management activities. These provisions are contained in the draft to the USSR Law on State Enterprises (Associations).

Previously production collectives were not so much responsible for final results from their work as for fulfilling a set of plan targets handed down from above. The incentives system was constructed to depend upon fulfilling plan indicators. Therefore, those with less taut plans had better conditions. The situation is now changed. Instead of comparing reports with plans and targets, collectives' activities are increasingly evaluated on the basis of actual net income, i.e. final results.

There are already thousands of APK enterprises which are not wards of the state. This year 23 percent of kolkhozes and sovkhoses should convert to self-financing. Many enterprises in the APK's processing sector have converted to the new conditions. Production at agrocombinats of the "Kuban" type and at other associations has been organized on the principles of self-support and self-financing.

Experiments to expand economic independence, convert kolkhozes and sovkhoses to self-support and improve economic relations in the agroprom have been conducted since 1986 in Stavropolskiy Kray and in some rayons in the Russian Federation (Glazunovskiy Rayon, Orel Oblast; Kinel'skiy Rayon, Kuybyshev

Oblast; Ordynskiy Rayon, Novosibirsk Oblast; Krivosheinskiy Rayon, Tomsk oblast; Pritobol Rayon, Kurgansk Oblast; Aleyskiy Rayon, Altay Kray. Farms have been given the right to independently determine production plans, capital investments and financing sources. Participants in the experiment have been authorized to set the volumes for their sales to the state (however, not lower than the average levels in the past five years). They pay for all production outlays, are engaged in expanded reproduction and pay off credits completely through their own resources.

Experience in working in the new way shows that granting farms independence has a positive influence upon results. More attention is given to economic work, the introduction of cost accounting, progressive forms of work organization and payment, especially collective contract. In the rayons where the experiment is being conducted there have been improvement in crop yields and animal productivity and production and state sales plans have been fulfilled for all basic types of plant and animal products. It is especially important to note that there have been reductions in production costs for grains, milk, beef and other products. According to preliminary data, in 1986 the gross output of farms in Stavropol Kray was 372.5 million rubles greater than in 1985 while inputs only increased by 58 million rubles. Shortcomings in farms' work were also revealed during the experiment. Far from all managers and specialists were able to restructure themselves. Not all units were able to organize the efficient use of production potential and to increase production growth rates. Some farms continued to have high labor inputs and excessive use of feeds. As a result, production costs did not decline. There have still not been substantial changes in relations between kolkhozes, sovkhoses and service and processing enterprises. Most importantly, the main retarding factor has not been eliminated. This is the excessive regulation of farms' production-economic activities by superior organizations. There continues to be a flow of paper and telephone calls with instructions about what, how and when to handle details. There are still attempts to bind kolkhozes and sovkhoses to cropping structures, herds and other indicators not in the experiment.

The experience of farms and agro-industrial associations in the experiment once again shows that self-support and full cost accounting can be a revolutionary factor in acceleration only when the external and internal ties of kolhozes and sovkhoses are based on economic responsibility. Without this it is impossible to develop and make organic the required entrepreneurialism and to create a system which economically compels all workers to find the most effective solutions advantageous to farms and society.

Starting this year all provisions of the new APK economic mechanism as defined in the CPSU Central Committee and USSR Council of Ministers decree (March 1986) have gone into effect. Managers of agroprom local are given greater responsibilities. Unfortunately, sometimes management apparatus workers only superficially know the new provisions, do not have economic tools. To a great extent this is due to the ceaseless flow of instructions and orders sent to kolkhozes, sovkhoses and other enterprises. At the January 1987 CPSU Central Committee Conference the question was posed about converting to economic methods not only kolkhozes and sovkhoses, but also their management organs, first of all RAPO and oblast agro-industrial committees.

Until recently management was structured so as to be convenient to administer. Improvements in the activities of agro-industrial associations and committees, their conversion to the new economic management mechanism involve changes in management organ functions and leadership style and methods at all levels. However, the process of restructuring and linking units is not moving easily. In some agroproms former management functions are simply redistributed between units and new ones, involving intersectoral questions, are added. Apparatus specialists complain that they have to treat a large number of questions and that the flow is jammed. It is especially difficult for agroprom managers: there is too much paper passing through their hands, there are not enough evenings and days off to handle it. To some extent this is the cost of restructuring. However, in our view, it is mainly because of local attempts to fit former management functions and methods into the new structure.

Why is there still so much life in old methods and approaches? Apparently there are subjective and objective reasons for this. Everything cannot be reduced simply to the conservatism of managers and specialists. Take planning. Since the end of the 1950's there have been discussions about kolkhozes and sovkhoses themselves determining how much and what to plant, how many livestock to keep. There has been more than one decree about this, but one still encounters commands from above. All decrees remained only appeals, as management organs had no other levers, other than administrative ones, for influencing enterprises. Also, the farms themselves were interested in having plans below their potentials, as the entire system for evaluating their activities and stimulating managers and specialists depended upon plan targets. Now managers have normatives, a powerful economic tool.

Plan compilation throughout the entire agroprom system is now based upon the Leninist principle of prodnalog [tax in kind]. For most products the republics, krays and oblasts are given only targets for deliveries to all-union and republic funds, they plan the use of the remaining output at their own discretion. Kolkhozes and sovkhoses independently work out production programs. Another fundamentally new feature is that plan targets are not based upon attained levels, as was previously done, but upon available resource potentials. This means that plan tautness does not depend upon a subjective approach and the ability to get reduced indicators. The picture now is -- whatever one's resources are, that will be the target. It would seem that this logic is simple and understandable. However, the first experience shows that everything did not go smoothly.

Resource potential is determined from a total set of factors: land, work force, fixed and circulating capital. However, if a farm has labor shortages then it will not be able to use surplus agricultural land. The same is true of capital, it can replace labor only within specified limits. Moreover, in many cases single normatives for commercial returns from types of resources are set for the entire republic, kray or oblast. No consideration is given to farms' specialization or to various factors' influence on production. In our view, norms should be differentiated. We have experience in the use of such differentiation. In Vologda Oblast there are norms for commercial output by group of farms having similar specialization and roughly equal supplies of land and capital. This permits more skilled planning of agricultural production.

Using meat-dairy sovkhoses and kolkhozes as example, we attempt to show how important it is to differentiate norms and take into consideration the actual relationships between factors of production in planning agricultural product purchases.

One hundred eighty such kolkhozes and sovkhoses were combined into groups of 20 farms each with roughly equal labor supplies and capital-labor ratios. Here is how indicators look for two groups of farms with very low capital and differing in labor supplies (the data are averages for the 11th Five-Year Plan).

Table	Group 1	Group 2
Factors of production per 100 hectares of standard arable land		
Work force (individuals)	5.9	11.0
Fixed productive capital (thousands of rubles)	75.9	81.4
Commercial output (thousands of rubles)	22.7	22.9

Farms in the second group have work forces almost twice those in the first, but their output is practically the same. It follows that if farms have insufficient means of production practically no use is made of the additional work force.

The same occurs for fixed productive capital, when farms are not able to use it because of an insufficient work force. If we take two groups of farms with low labor supplies (6.9 and 7.3 workers per 100 hectares), then, in spite of the quite substantial differences in the capital-labor ratio (10,900 and 19,800 rubles) labor productivity is practically the same (4,000 and 4,300 rubles of commercial output per worker employed at a farm). In other words, if labor is in short supply, additional capital investments (with the existing production structure) do not give substantial returns. Therefore, the main directions for improving the use of production potentials at these farms are to keep their work force, change the structure of fixed capital and production itself.

At farms with high labor-land ratios (more than 12 people per 100 hectares) the use of productive capital is quite different. Differences in the capital-labor ratio (7,800 and 16,300 rubles) have a direct effect upon labor productivity (2,650 and 4,360 rubles respectively). Such farms have large reserves for production increases through additional capital investments.

These examples show how much kolkhozes and sovkhoses could obtain from improving their production structures. There is no justification for the frequently encountered situation where farms' land-labor ratios differ by

factors of 2-3, but their cropping structures, herd densities and equipment compositions are the same. Their plans describe the same systems for operating sectors. Due to labor shortages equipment is used only half as well and agrotechnical measures are conducted late or not at all. This is the cause for widely varying output, production costs, etc.

The new planning procedure is also good in that it can have an effect upon underutilized production reserves. This is done by managers and specialists who have recognized the possibilities granted them. However, formalism has not been overcome everywhere. The thorough elaboration of plans is often replaced by games with plans. There are still attempts to get a plan below potentials so that it can be overfulfilled and one can be a hero. Unfortunately, a mechanism has still not been found for farms to accept and fulfill realistic and taut plans. The normative-resource mechanism has still not been completely developed and mastered. Farms are given incentives (through markups over purchase prices) mainly to increase production over attained levels. This creates a less advantageous situation for those who have previously made advances and more completely used their reserves. In our view, kolkhoz and sovkhos activities and incentives should be evaluated by the degree to which they use available resource potentials.

In converting farms to self-support the question about profitable and unprofitable types of output becomes especially acute. Kolkhozes and sovkhos are striving to reduce their unprofitable sectors, while agroprom managers are forcing them to produce unprofitable products, such as potatoes. Complaints about "administrative pressure" are heard from farms. How can an agroprom influence farms to supply potatoes to an oblast's population? Economic methods are needed. The more flexible distribution of centralized resources could be one of these.

There have still been no special changes in farms' material-technical supply system. While the tax in kind principle is used in giving plan targets for agriculture, allocation still rules in the distribution of material-technical resources. Why not distribute the industrially produced machinery, equipment, construction materials, mineral fertilizers and other resources to specific types of agricultural products. In 1986 USSR Gosagroprom made the first step in this direction -- if it makes above-plan grain deliveries a farm will obtain scarce equipment and construction materials. In Vologda Oblast attempts have been made to distribute industrial resources according to the output the farms plan to sell.

It seems to us that in the future there should be a switch to wholesale trade in the means of production so that self-supporting kolkhozes and sovkhos would have freer access to these resources. At present most of the provisions in the APK's new economic mechanism apply equally to all kolkhozes and sovkhos independently of whether or not they are on full cost accounting. Farms converting to self-support need material-technical supply, major construction and wages fund formation conditions which are equivalent to other farms. Isn't this correct? On the other hand, can some farms be given privileges? However, the fact is that these "privileges" should be created by the farms themselves by their good work so that in return for the resources allocated by the state they will produce more and at less cost. Isn't this

advantageous to all society? Weak farms need a special approach. They cannot simply be allocated additional resources which they are not in a position to rationally use, but should initially increase the returns from the resources at their disposal. The amounts of industrial means of production going to kolkhozes and sovkhoses should depend upon their specific work results. The better a farms works, the broader its actual independence, supported by material and financial resources, the greater the potential for economic management pursuits and obtaining greater final results.

AGROPROM MANAGEMENT ORGANS

As the agroprom switches to a system of economic management there will unavoidably be substantial changes in the role of its oblast, kray and republic (without oblasts) elements. The upper echelons of the agroprom (country, republic with oblasts) can have a more active influence upon production, concentrating their efforts upon accelerating scientific and technical progress. Understandably, they retain responsibility for implementing a unified APK economic policy. In the European socialist countries the central organs of the APK are already organs of economic management. In view of the scale of production and diverse natural-climatic conditions in our country, the agroprom's central organs are simply in no condition to, in the state's name, have economic relations with enterprises.

In recent times the rights of the agroprom's oblast levels have been expanded. These concern planning, food supplies to the local population and setting accounting and contract prices for some foodstuffs. To convert the oblast agroprom into an organ of management on cost accounting is to give it economic responsibility for its own actions. This requires further searches for improvements in the economic mechanism. For example, in our view it is advisable that in the planning system there be further large reductions in the number of indicators given to oblasts, reductions in mandatory deliveries of agricultural products and increased in contracted deliveries. Then the oblast agroprom will have broader range for economic maneuvering. It could use additional output for increasing deliveries to the country or republic stocks in order to obtain greater financial and material-technical resources, or use them for internal consumption or for interoblast exchange. This planning principle should also be applied to kolkhozes and sovkhoses.

For an oblast agroprom to perform the role of an economic management organ it must be given the right to regulate purchase and retail prices for products produced in the oblast or kray and sold for internal consumption. The continued extreme centralization in the setting of prices and other economic normatives cannot assure the needed price flexibility and differentiation, taking local conditions into account. Understandably, financial means are required for regulation. The oblast agroprom can create such fundsthrough markups set for above-plan sales to the state and through markups for purchase prices for money losing and low profit farms.

In our opinion, production profitability and equalized operating conditions are more advisably regulated through a resource tax instead of the present income tax for kolkhozes and the profit deductions from sovkhoses. In determining this resource tax, who could more accurately determine the quality

of land and the availability of funds and cadre, the agroprom or financial organs? Naturally, the agroprom. The state budget will not suffer in any way, for the oblast agroprom will assume obligations for payments to the budget. Through these measures the oblast agroprom can accumulate in its centralized funds differential rent and part of other sources for additional income. Thus, it can actively implement a policy for equalizing economic conditions for the activities of all APK enterprises within the oblast or kray.

If more financial resources are concentrated in the oblast agroprom then the question arises: why not set up a bank (on a cost accounting basis) in the oblast or kray? There is already practical experience in this. The Kuban Agroindustrial Combinat in Krasnodarskiy Kray has organized its own accounting [raschetniy] center, performing bank functions. It has helped in changing the procedures for granting credits and financing major construction. There has been a substantial acceleration in money circulation between farms and enterprises in the combinat and in economic management operations between partners.

The basic tasks of the financial-accounting center are to organize the Combinat's financial operations, to work out and implement measures to improve production efficiency and to strengthen internal cost accounting. Accounts with suppliers, customers, Gosbank and state budget institutions. The center organizes control and review over Combinat enterprises. During one year of the center's operation the need for Gosbank loans and the Combinat's indebtedness to Gosbank have been reduced by more than two fold. More than 400,000 rubles in interest payments have been saved.

With economic methods of management, where the oblast agroprom will make management decisions in the form of economic normatives which are applied directly to kolхозes and sovkhoses there should be radical changes in the essence and methods of RAPO activities. So far RAPOs are transmission elements between higher agroprom organs and kolхозes, sovkhoses and other enterprises and organizations. However, with the switch to economic methods of guidance these transmission functions will become unnecessary. Another important function remains -- coordinating intersectoral activities. Here too direct production contract ties are developing between enterprises in the agro-industrial enterprises linked together in the production chain. Are mediators needed? Farm managers and RAPO apparatus specialists are looking for the most rational relationships between the rayon agroprom and enterprises. Interesting experience has been acquired. However, in our view, the main one has not yet been found. Practical experience shows that in most cases farms and the RAPO only coexist, coming into contact at various meetings and conferences.

In our opinion, it is now possible to transform the RAPO into a collective self-managed organ. A RAPO chairman can be elected by representatives from all farms and organizations in the rayon. Apparatus specialists then behave towards farms not in the role of "chiefs" but as representatives of interfarm services. Councils on engineering, agronomic, zootechnical, economic and other questions will be set up at a RAPO and consist of specialists from kolхозes, sovkhoses and other enterprises. These positions are also elective.

In our view agroservice enterprises and factories for processing agricultural products in a RAPO should be organized as interfarm enterprises. In this case their activities would be easier subordinated to the interests of agricultural production. For example, the work of an agricultural machinery repair enterprise will be evaluated not by the amount of profits obtained, but how it really satisfies kolkhoz and sovkhoz needs. The latter themselves determine how equipment is to be repaired at repair enterprises and what they will repair themselves. If there is a need to expand service or repair enterprises, then farm and RAPO resources will be used, as both will have a mutual interest in this.

With this form of management farm managers and specialists will not blame the RAPO and await decisions and instructions from it, for, after all they themselves will be the RAPO. All enterprise managers will become active participants in selecting and implementing those measures which are really necessary for the successful work of each farm and the RAPO as a whole. This will be a new type of intersectoral and interfarm relationship, based upon the principles of cooperation and economic interests.

There are also proposals to convert RAPO's into agro-industrial cooperatives. The following might join such a rayon cooperative on a voluntary basis: kolkhozes, sovkhozes, consumer cooperative organizations, enterprises servicing agriculture and processing its products, rural construction and transportation organizations. All enterprises and organizations in the cooperative retain their economic independence and rights as juridical persons. A meeting of fully empowered representatives of enterprises and organizations will be the cooperative's highest management organ.

The main feature of a cooperative is that it is organized on the principles of self-management and mutual relations between enterprises -- cooperative membership will be on a purely economic and contractual basis. Intermediate management elements will not be needed. The cooperative itself will perform the functions of procurement organization, produce agricultural products, process them and sell foodstuffs and other goods to customers and the public. It is presumed that cooperatives will independently set prices for products sold within the cooperative and rates for services. To assure enterprises' solid finances, the cooperative will have the possibility of creating reserve and other funds in amounts set by a meeting of fully empowered representatives of participating enterprises. Moreover, it is presumed that the resources of kolkhoz farmers, and workers and employees at sovkhozes and other enterprises in the cooperative will be attracted to carry out production and trade activities.

We will summarize. A new economic management mechanism is being introduced in the APK and will operate in the 12th Five-Year Plan. It is based upon economic and cost accounting methods. At the CPSU Central Committee's January Conference comrade M. S. Gorbachev noted: "Perhaps the APK will be an example to other sectors in the economy with regards to introducing new approaches to work."

Experience shows that good results are attained by those kolkhozes, sovkhozes and associations which study and skillfully introduce new operating conditions

and link them to features of regions and to local conditions. The new provisions do not operate on their own. It is essential that there be daily and well-thought-out organizational, economic and educational work. A creative approach is needed which is not afraid of basic risks and economic maneuvering.

One cannot forget about tomorrow and about further development of the APK economic mechanism. The 27th CPSU Congress posed the task of having an integrated system for managing the country's economy. Concepts for such a system are now being worked out for various spheres of the economy and economic experiments are under way. It is also necessary to work on an integrated economic mechanism for the APK. Some suggestions have been made in this article. There are also other opinions and approaches. The main thing is to determine and begin practical tests of an integrated system so that by the end of the five-year plan there will be proven proposals and completed normative documents.

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AGRICULTURAL TRANSPORT PROBLEMS DETAILED

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[Article by A. Yeroshenko, chief engineer, North Caucasus Railroad, and N. Ivanitskiy, candidate of technical sciences: "They are not Giving the 'Green Light' -- On the Organization of Freight Transportation for the Countryside"]

[Text] Railroad transportation services to the country's APK are among the most difficult and labor intensive compared to hauling freight for other sectors. It is sufficient to note that the costs for delivering one ton of freight to agriculture are 3 fold higher, freight car idle time during loading-unloading operations 1.5-2 times higher, and the use of trucks to haul freight from stations somewhat less than in industry and construction.

Poor use is made of the container system to deliver freight to kolkhozes and sovkhoses. Every year several thousand containers of freight arrive for farms in the North Caucasus. No use is made of packets and pallets. There is no precise coordination in the work of stations and territorial motor vehicle administrations of RSFSR Minavtotrans [Ministry of Motor Transport] and the Volga-Don and Kuban Shipping Lines.

There is already extensive experience in organizing the delivery of agricultural products to receiving points. There is proven equipment for its processing and transportation. The USSR Ministry of Grain Products and Isentrozoyuz [Central Union of Consumers' Cooperatives] have a sufficient network of railside warehouses and elevators. When agricultural products are obtained from kolkhozes and sovkhoses, the railroads ship them to areas of use without any serious losses. At this stage it is usual for localities and the center to strictly control the spotting of empty cars, their loading with grain, produce, meat and then their movement to areas of use. Unfortunately, there are disruptions in this work. They do not reflect shortcomings in agricultural product transportation technology but general difficulties in the work of railroads and procurement organizations. The reasons for these difficulties are generally known and so are the ways to eliminate them.

The great part of freight flows going to the APK are still insufficiently organized, do not have precise technology and are handled mainly by kolkhozes and sovkhoses themselves, putting a heavy burden upon their economies. In recent years the shipments of lumber, ferroconcrete items, mineral

fertilizers, cement and other construction materials to farms have increased 3-4 fold more than average railroad freight traffic.

This is due to the systematic intensification of agricultural production, sizable increases in the construction of housing, roads and other social projects in the countryside. There is still no modern technology to process this freight. As a result farms must use large numbers of their own workers and vehicles. Freight cars stand idle a long time being unloaded.

A solution was found through the creation of support railroad stations, which undertook the unloading of freight cars and the loading of trucks for kolkhozes and sovkhoses. The cost of processing 1 ton of freight declined from 1.2 - 1.5 rubles down to 28 kopecks. The North Caucasus Railroad Line has acquired experience in setting up such stations to service farms. This is based upon the concentration of all freight operations at support stations and not using sovkhos workers and kolkhoz farmers to unload freight cars at small stations. In Rostov Oblast alone this released more than 1,000 people previously brought in from farms.

Research and studies done by the Rostov Institute for Railroad Transportation Engineers show the economic advisability of concentrating the unloading of all freight arriving for kolkhozes and sovkhoses in the oblast at 16 support stations, taking into account the optimal distance for delivering freight to customers. A program has been approved to technically reequip them based upon concentrating the efforts of the railroad, agro-industrial committee, oblast consumers cooperative and motor transport enterprises. Its implementation will free more than 2,000 kolkhoz farmers and sovkhos workers from freight operations at stations, reduce the cost of processing a ton of freight more than two fold, speed up freight car turnaround by 7-9 hours and eliminate losses and theft of goods during loading and unloading.

Similar work is being done in Krasnodar and Stavropol krays. It is intended to concentrate freight services to kolkhozes and sovkhoses in the Kuban at 75 support stations (instead of 120), which have the required loading and unloading machinery, warehouses and well equipped sidings. In the past five-year plan they obtained more than 500 freight handling machines and tens of millions of rubles were invested in station development.

Collaboration with rural workers, begun at the initiative of Salskiy railroad workers, is being further expanded. In accordance with the program, contracts are being signed with RAPO's for shared participation in the construction of freight handling areas at Peschanokopskaya and Mechetinskaya Stations, electric gantry cranes have been built, elevated tracks for unloading bulk cargoes and well equipped and secure areas constructed. It is planned to create facilities for handling molasses. The reconstruction of freight handling areas has been completed at these stations: Tsimlyanskaya, Trubetskaya, Konnoarmeyskaya, Zimovniki, Remontnaya and Yeysk.

Reconstruction work and the introduction of new technology at the Timashevskaya Station on the Railroad's Krasnodar Division are examples of joint efforts by railroad and agroprom workers. This enterprise became an organizing center for the development and strengthening of railroad operations

for the APK in the region. Station workers gave assistance in designing and building side tracks, improving transportation services and the use of rolling stock. The Sadovod Fruit Sovkhoz can now load its products onto refrigerated cars and the Grain Products Combinat can load and unload around the clock. The station has a large capacity mechanized point for preparing freight cars for loading. It completely meets shippers' car needs.

However, while approving support stations' work, some rayispolkoms have not agreed to close down stations which only receive 1-2 cars every few days. Their unloading is delayed for several days, leading to fines and sometimes to spoilage. In our view it would be advisable to combine all interested organizations' capital investments to construct warehouses, loading-unloading platforms and sidetracks at support stations.

The largest losses now occur during the unloading of mixed feeds. This is due to the lack of warehouses and machinery. Such losses are especially great during the winter and rainy weather. At the same time warehouses and grain receiving point machinery often stand idle at these very stations. In Stavropol Kray for several years mixed feed for farms has been spotted only on side tracks of grain receiving points and is then sent to kolkhozes and sovkhozes. This year the same procedure was introduced in Rostov Oblast.

However, it should be stressed that support points cannot solve all questions concerning freight deliveries to kolkhozes and sovkhozes without well-tuned interaction with other types of transportation, primarily trucks. After freight cars are unloaded the transportation process is disrupted, subsequent delivery depends upon farms. There are no regulations at all covering general use truck deliveries of freight from stations to kolkhozes and sovkhozes. This leads to unjustified expenditures for forwarders, guards and lumpers. On the North Caucasus Line alone at least 4.6 million rubles a year are spent or more than 4,000 workers.

This task can be solved if breaks in the transportation chain are not permitted and freight is delivered to farms by a mixed railroad-truck system with the same documentation and without participation of kolkhoz and sovkhoz representatives at transfer points. Direct mixed railroad-truck haulage has been set up between the Dvinoye Station on the North Caucasus Line and the Elist Station of the Kalmytskiye Trucking Administration. All kolkhoz and sovkhoz forwarding offices receiving freight at Dvinoye were eliminated. More than 600 forwarders, guards and lumpers were released and returned to work at their farms. Transportation expenses were reduced by 1.4 million rubles annually. Why was there no application of this experience in mixed railroad-truck haulage, which has proven its high efficiency?

Most support stations on the North Caucasus Line are ready to begin such operations. However, local truck administrations have still not decided upon this. They point out the need to build freight stations for trucks. But it is not necessary to have them during the first stage in introducing railroad-truck haulage. Experiences in such operations in Elist show that 67 percent of all haulage involved reloading from freight cars to trucks.

Of course freight truck stations must be set up in large rayon centers and included in the project titles for roads under construction. We cannot continue the randomly evolving fragmented method for delivering freight to farms, where general use truck transportation organizations have no responsibility for hauling freight to rural areas.

In our view farms which are linked to railroad stations by hard surfaced roads should receive their freight by the direct mixed railroad-truck method, with the obligatory delivery of freight to farm warehouses. This does not require the construction of freight handling areas at truck stations, completely frees farms from all freight receiving, protection, loading and unloading and reduces the number of trucks engaged in haulage.

A list of railroad and truck stations open for mixed railroad-truck haulage with obligatory centralized delivery should be published in freight rate handbooks and be reflected in annual and quarterly transportation plans for railroads and local truck administrations.

Cooperation between the railroad and the agro-industrial complex in the North Caucasus requires great attention. It is necessary to give a "green light" to innovations which have proven themselves in practice. There should be accelerated work on the general scheme for locating and developing support freight stations in the region and on the creation and introduction of standard ASU for support freight stations. Progressive legal, technological and economic forms should be worked out for their cooperation with other types of transportation.

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WANING OF PRIVATE LIVESTOCK KEEPING NOTED

PM201125 Moscow SELSKAYA ZHIZN in Russian 13 Aug 87 p 2

["Agricultural Review" prepared by the USSR People's Control Committee and the SELSKAYA ZHIZN Editorial Board: "Homestead Meat Herd"]

[Text] The SELSKAYA ZHIZN editorial office received two letters from the Kuban almost simultaneously. L.D. Zuyev of the city of Timashevsk and M.N. Belov and 22 other people from the city of Novokubansk write that they have decided to stop keeping livestock on their homesteads. The reason is one and the same--in May this year Krasnodar Krayispolkom adopted (on the basis of a 4-year-old recommendation from the RSFSR Ministry of Housing and Municipal Services) a decision on norms for natural gas consumption for the needs of personal subsidiary plots, drawn up, so this document states, "with regard to the steaming of coarse feed and root crops and also the heating of water for drinking and for sanitary purposes." Livestock owners already have to pay sizable sums for every animal or bird acquired. "We do not cook soups or kashas for cows, do not bathe them in hot water, or even water them, because they drink from natural reservoirs," M.N. Belov writes indignantly. "Since when," L.D. Zuyev supports his comrade in misfortune, "have we steamed and cooked feed for horses, sheep, goats, and cows? Surely a sober-minded person could have been found at the krayispolkom to think about the consequences of this decision?"

This example clearly shows what a delicate mechanism the personal subsidiary plot is and how easy it is to upset it. With purchase and even market prices at their present level, livestock raising on a personal plot is not very profitable. But labor remuneration is getting better and better on kolkhozes and sovkhoses every year, and money--quite a lot of it--has appeared in rural families. The chief incentive for keeping livestock, despite all adversities, has disappeared: Livestock used to be both a source of self-sufficiency in milk and meat for rural families and the "currency shop" of the personal subsidiary plot. And it is no coincidence that, despite all the incentive measures, the numbers of livestock on the population's plots are falling year by year. Whereas at the end of the fifties the population was keeping 18.5 million cows, only 13 million now remain, and the corresponding figures for hogs are 15 and 13.5 million.

And this process is continuing. The USSR People's Control Committee recently checked the state of affairs regarding production of livestock products on the population's personal subsidiary plots in 100 of the country's autonomous republics, krays, and oblasts. That check embraced more than 1,000 rayons and 10,000 kolkhozes and sovkhozes. What was the outcome? Compared with 1981, the numbers of cattle have fallen in 47 of the 100 regions checked, the numbers of cows in 57, hogs in 56, and sheep and goats in 32. And in the country as a whole the numbers of cows [as published; presumably should read "cattle"] have fallen in 71 oblasts, krays, and autonomous republics, the numbers of cows in 81, hogs in 86, and sheep and goats in 46. Of the more than 6 million households checked, 2.2 million do not keep any livestock, more than half do not have cows, and 69 percent have no hogs.

The fall in the numbers of cows on the population's subsidiary plots, which is undermining the production base for not only milk but also meat--beef--is particularly alarming. The cow population on homesteads has fallen in seven union republics. In the Ukraine, Belorussia, and Latvia it has fallen 10-14 percent. Some 44 percent of the families of Belorussian kolkhoz members and sovkhoz workers and employees do not keep cows, and 34 percent do not have hogs. In Moldavia there are just 12 cows for every 100 households. In the RSFSR there has been a particularly great reduction--by 20-25 percent--in the numbers of personal cows in Arkhangelsk, Vologda, and Vladimir Oblasts. Rural households in Vologda Oblast have lost 7,000 cows in just 2 years. Just 14 percent of personal subsidiary plots support cows in the Karelian ASSR, 20 percent in Ivanovo Oblast, 30 percent in Yaroslavl Oblast, and 35 percent in Kostroma Oblast.

The results of checks by people's control workers, materials by the newspaper's correspondents, and the editors' mail make it possible to reveal the causes of this phenomenon. The chief cause is feed. One in every three citizens polled who do not have any livestock referred to the lack of feed. "I am given no hay to feed a cow," complains I.M. Ruski, a former machine operator who worked for many years at the Mogilev Sovkhoz-technical College and who became a stranger to its directors after he was forced to give up work because of illness. Clearly, he is not alone in this in Mogilev Oblast, where almost half the rural families (the highest percentage in Belorussia) do not keep cows.

Milkmaid T.V. Muravyeva devoted considerable effort to her "Mayak" Kolkhoz in Kaluga Oblast's Mosalskiy Rayon. When she retired on pension in 1981, her place was taken by her husband, Viktor Yakovlevich. The family keeps a cow, sells surplus milk to the kolkhoz, and has already dispatched more than 1 ton this year. But then it was a matter of allocating a hayfield. And what happened? The kolkhoz board allocated a plot for...half a cow. The reason was that the sick, elderly woman could not go and weed beets. No wonder that personal livestock on the farm is frequently fed on bread.

As is known, kolkhoz and sovkhos leaders are obliged to assist the development of personal subsidiary plots, including by providing feed. However, people's control workers established that 47 percent of families in Tambov Oblast do not keep livestock because of the lack of feed. The number of cows there has fallen in all rayons over the past 6 years. During last year alone the number of cattle on the population's plots fell 5 percent, and that of hogs 12 percent.

There are also quite disgraceful cases. V.I. Popov, resident of the settlement of Bakhta in Krasnoyarsk Kray's Turukhanskiy Rayon, said in his letter that, by order of G.A. Khokhlov, deputy chairman of the village soviet, workers of the local sovkhos laid down for silage the grass that he had cut on his own hayfield.

Farm leaders sometimes justify themselves by saying that there is not enough feed for social livestock units, so how can they share it with a "private operator"? There is one way out--to draw up and implement plans to develop the feed base, taking account of the needs both of the social herd and of the personal livestock of local residents. Otherwise things will turn out as they have in Smolensk Oblast, where meat production in this sector has fallen 13 percent over the past 6 years. It is not growing in social livestock units either. Some 35 percent of rural households in the oblast do not have any livestock, 58 percent have no cows, and half have no hogs.

But whereas rural inhabitants can still procure coarse feed somehow, there is nowhere they can acquire concentrates. "The livestock- and poultry-owning population of our settlement," I.P. Rudnev writes from the village of Koltubanovka in Orenburg Oblast's Buzulukskiy Rayon, "is not provided with mixed feed. And yet there is mixed feed at the rayon base, but trading organizations sell it on the last day of the month in order to draw out the plan." "We have grown grain on our plot," I.G. Grashchenko reports from the village of Nikolayevka in Dnepropetrovsk Oblast's Dnepropetrovskiy Rayon, "but where can we thresh it?" "There is no grain forage nor anywhere to buy it," says N.I. Ponedelchenko from the village of Aleksandro-belovka in the same oblast's Sofiyevskiy Rayon, seconding Grashchenko. "If there were forage, there would also be an abundance of meat." But where can produce come from if less than one-fifth of the planned amount of even coarse feed has been sold for rural homesteads in the oblast! Labor veteran K.Ya. Mikhalevich, an excellent agricultural worker now living in Kuybyshev, is right when he suggests paying part of kolkhoz members' wages in grain and other feeds.

Unfortunately, personal plots in the provinces are frequently not given the assistance that they so badly need. In 1986 a Sumy Oblispolkom decision set kolkhozes and sovkhoses the target of allocating 240,000 tons of coarse feed to plots, but only 165,000 tons were included in the industrial and financial plans, and in fact 40,000 tons were sold--one-sixth of the planned amount. Some 2.3 times less grain forage was issued

than provided for in the industrial and financial plans. No wonder that two-thirds of rural families in the oblast do not keep cows, and one family in three does not keep hogs. Meat production on homesteads has fallen by 6,300 tons in 6 years.

Just over half the planned quantity of coarse feed and three-fifths of the concentrates have been sold to rural inhabitants in the Mordovian ASSR. More than half the households in the autonomous republic do not keep cows, and 79 percent do not keep hogs. Because of the shortage of forage, local residents are forced to feed bread to livestock. And the program for the current 5-year plan provides for a reduction in meat production on citizens' plots.

Of the 5,410 tons of mixed feed earmarked for countersales to providers of meat in Ryazan Oblast in the first half of the year only 2,942 tons were given out through the fault of consumer cooperative workers. Just 18 percent of the planned quantity of coarse feed was sold in Kharkov and Osh Oblasts.

The second reason for the fall in the numbers of livestock on personal subsidiary plots is the shortage of young animals. People's control workers established that homesteads on the farms covered by the check need 520,000 calves and 5.6 million piglets this year. However, in April and May, that is, at the most favorable time for acquiring young animals, farms planned to sell just 106,000 calves and 1.3 million piglets. In the first half of the year fewer piglets were sold than in the first half of last year in all the union republics except Lithuania, Turkmenia, and Estonia. In Uzbekistan and Kazakhstan they were sold at the rate of only 31-35 percent of last year's level, at the rate of 55 percent in Kirghizia, 59 percent in Tajikistan, and 62 percent in Azerbaijan. It is no coincidence that the cost of a piglet in many markets is as high as R60-80 or even R100.

In Kurgan Oblast the targets for piglet sales do not meet the needs of homesteads, but even these targets are constantly not fulfilled. Last year there was a shortfall of 17,000 young animals for the population. And this year just one family in six was able to acquire a piglet in Kurtamyshskiy and Ketovskiy Rayons. Where are such necessary numbers to be found, if 229 farms in the oblast--more than half--do not have hog-raising units? The editors' mail includes many letters complaining about the poor quality of young hogs and birds sold to the population. Animals with poor fattening qualities or altogether nonviable animals are frequently allocated for sale.

The procurement of meat from the population must be regarded as a reserve for satisfying more fully the needs of rural inhabitants. A good example in this respect is set by Omsk Oblast, where great work has been done to ensure the self-sufficiency of all cities and villages in basic foodstuffs thanks to the population's personal subsidiary plots and the rural subsidiary plots of industrial enterprises. The measures taken there have

made it possible to increase in the space of 10 years the numbers of cattle belonging to the population by 25 percent, the numbers of cows by 20 percent, hogs 56 percent, and sheep and goats 6 percent. Meat production on personal subsidiary plots in the oblast has doubled. There is an average of 77 cows and 66 hogs per 100 plots. Likewise, 64 cows and 115 hogs are kept on homesteads in Chita Oblast, and 61 cows and 100 hogs in Grodno Oblast. In Krasnoyarsk and Stavropol Krays and in Chelyabinsk and a number of other oblasts each rural household produces 500-600 kg of meat (in live weight) every year. Calculations show that if each oblast in the RSFSR alone were to reach even the average level for meat production per household in its own economic region, it would be possible to obtain no less than 800,000 tons of meat without additional capital investments.

And such reserves exist everywhere. We have only to take a more attentive attitude toward personal subsidiary plots and create all the conditions, including economic conditions, for their development.

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CSO: 1824/358

HALF-YEAR MEAT, MILK PRODUCTION REGIONAL OVERVIEW

Moscow SELSKAYA ZHIZN in Russian 25 Jul 87 p 2

[Article by M. Glinka, zootechnician, under the rubric "Animal Husbandry: Six-Month Results": "The Main Factor in Growth"; first paragraph is source introduction]

[Text] The workers of leading farms and rayons are increasing milk and meat production primarily by increasing herd productivity.

Animal husbandry is one of those sectors the state of which interests everybody. After all, the balance and diversity of the food on our table depend upon it. How can one look at all animal farms and complexes in the country, see what our animal husbandry workers were and were not able to do and how competition is going? Workers at the Central Statistical Administrations of the USSR and RSFSR have made this possible by summing up farm workers' results for the first half year. Here are the data.

Between January and June agricultural enterprises in the country's Gosagroprom produced 10.1 million tons of meat (live weight). Recall that last year 9.5 million tons of livestock and poultry meat were produced during this same period. The increase was thus 600,000 tons, or 7 percent. The greatest increases were in the production of beef (from 5.5 to 5.9 million tons, or by 8 percent). Milk production grew from 40.2 to 41 million tons (2 percent) and egg production from 29.3 to 30.1 billion (3 percent).

However, let us get closer acquainted with the labors of animal husbandry workers in the union republics and attempt to analyze ways of increasing milk and meat production and making use of unused reserves in the sector.

Above all, meat. The largest increments in its production (10-11 percent) were attained by farms in Kirghizia, Belorussia and Kazakhstan. In Estonia less meat was sold than in the first six months of last year, while livestock and poultry procurement only increased 1 percent in Moldavia.

Good results were obtained where they skillfully organized the intensive feeding of young animals, rapidly increasing their weight and sending heavy animals off to slaughter. In Belorussia an entire network of special enterprises has been organized on a share basis to do this. It encompasses

2,660 kolkhozes and sovkhozes. Large and medium sized animal husbandry complexes are successfully working at the Kolkhoz imeni Uritskiy in Gomelskiy Rayon, the imeni Zheleznyakovich, Korelichskiy Rayon, at the Belichi Sovkhoz, in Slutskiy, the Demekhi in Rechitskiy, the Urechskiy in Lyubanskiy, and the Mir in Brestskiy Rayon. They sell high quality products uniformly throughout the year. This is especially important for the meat industry's smooth operation. It is no accident the the BSSR Gosagroprom has started to develop interfarm cooperation and to concentrate meat production.

Farms in Kustanay Oblast send excellent heavy livestock to slaughter. Here there is not a single rayon where average cattle weight did not exceed 400 kg. It is only unfortunate that at some farms such indicators were not obtained by increases in daily weight gain, but by extending the feeding period. There were low weight gains in some rayons in Kokchetav Oblast and, like in Kazakhstan, livestock delivery weight declined.

For the Russian Federation as a whole meat production increased by 8 percent, including 10 percent for beef. Workers at animals farms in these areas can be proud: Kostroma, Ryazan, Voronezh, Saratov, Ulyanovsk, Orenburg and Kuybyshev oblasts, Stravropol, Altay and Maritime krays. Here there have been especially marked increases in meat production and procurement and in meat product output. Farms in the Kalmyk, Chechen-Ingush and Tuva ASSRs sold fewer animals.

The main reason for this situation is the sector's insufficient intensification. At farms in Kalmykia the average daily weight gain for cattle was only 227 grams, in the Chechen-Ingush ASSR -- 243 grams. These are the poorest indicators in the RSFSR. There is really no need for specialists here to go beyond the sea searching for experience. For example, progressive farms in Priozerskiy Rayon in the Kalmyk ASSR have skillfully organized livestock feeding, the use of concentrates and have increased daily weight gains to 1 kilogram. The competition is led by the brigades of O. Blidzhiev from the Sukhotinskiy Sovkhoz and of A. S. Biryukov from the Sovkhoz imeni Chapayev, where weight gains reached 1,166 and 1,138 kg.

Low weight gains are the strongest brake on improvements in meat production. Their increase is the quickest, easiest and most reliable way to solve this problem. Progressive experience shows the rich possibilities hidden here. Large weight gains for cattle (868 grams daily) are attained in Leningrad Oblast, 785, 776 and 700 in Murmansk Moscow and Arkhangel oblasts, more than 600 grams in Vologda, Vladimir, Orel, Belgorod and Magadan oblasts and in the Komi and Tatar ASSR's. Compare these with figures for beef farms in Krasnoyarsk Kray -- 348 grams, Pskov Oblast -- 373, Kurgan Oblast -- 381, Tyumen Oblast -- 312, and the Tuva ASSR -- 316 grams.

The reserves in dairy cattle raising are equally large. The greatest increases in milk sales were in Belorussia (112 percent over last year's level), in Uzbekistan (108 percent) and Estonia (107 percent). Milk purchases declined in Tajikistan. The reason for the successes and failures is the same -- herd productivity. During the half year in Belorussia milk output per cow increased by 120 kilograms (from 1,391 to 1,511 kg), with all oblasts in the republic showing marked improvements. Farms here are competing to achieve 4,000 kg per cow. Kolkhozes and sovkhozes in Estonia attained this figure last year. During

the first half of this year they obtained 2,103 kg from each cow, 66 kg more than a year ago. This is the result of well organized portion control over feeding, providing additional rations of green chop and, when necessary, concentrates and other stall feeds. This is not the first year Baltic animal raisers have used an interesting tactical measure: They plan herd reproduction and cow culling so that they will have the maximum number during the pasture period. Thus, in June, the Lithuanian herd was 5,800 cows larger than in April, in Latvia it was 5,700 cows larger and in Estonia, 3,300. Thanks to this, in June alone these republics obtained an additional 2,320, 2,200 and 1,366 tons of milk respectively.

There are also quite a few highly productive farms in the RSFSR. While milk output per cow during the first 6 months averaged 1,326 kg (103 percent of the figure during the same period last year), in Murmansk Oblast, where they raise Kholmogory, one of our best breeds, the figure was 2,295 kg, in the Karelian ASSR it was 1,872 kg, in Leningrad Oblast -- 1,844 kg, in Moscow Oblast -- 1,843 kg, in Krasnodar Kray, 1,687, and in Khabarovsk Kray, 1,519 kg. In general, the republic attained growth rates permitting it to fulfill the Food Program's targets. All increases in milk production on RSFSR farms in the past three years were attained through improvements in milking herd productivity.

However, there is cause for concern: Growth rates in milk output per cow are falling almost everywhere. In the RSFSR in April they were 7 percent greater than last year, but, as has been stated, they are now only 3 percent greater. In Kazakhstan the figures are 8 and 3 percent, in Uzbekistan, 7 and 4 percent, in Belorussia 14 and 9 percent. At the end of the stall period in the Ukraine milk output per cow was 3 percent greater than last year, but then this lead started declining and it is now 21 kg, or 1 percent less than last year's figure. There must be a turnaround in the course of events. It will not be easy to do this -- in July milking herd productivity declined almost everywhere. The solution is to quickly and universally start feeding cows green and stall feeds.

It is mistaken to try to solve this problem through expansion in the milking herd, a tendency seen in some oblasts in Uzbekistan and Kazakhstan. In Uzbekistan the percentage of cows in the herd is quite low -- only 26 percent, and in some oblasts 22 percent. This herd structure is not due to a small number of cows -- there are quite enough to fulfill and overfulfill targets for milk production, if only the extremely low output per cow is increased -- but through the huge number of young replacement and beef animals and the poor conditions for feeding and raising them. The situation can only deteriorate if this situation is not solved. It is time to reject old approaches.

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BELORUSSIAN FEED GRASS HARVEST REVIEW

First Cutting

Minsk SELSKAYA GAZETA in Russian 7 Jul 87 p 1

[Unattributed Report: "Completing the First Cutting of Grasses More Rapidly: Current Overview"]

[Text] This year we must procure 11 percent more feed than last year. But this is an average indicator for the republic. Many enterprises and rayons must take a significantly larger step forward.

We should have 12.8 quintals of feed units of all grass feeds per standard head of cattle, and 6.7-7 quintals of feed units from the first cutting.

Weather conditions facilitated good grass growth and development. The productivity of these grasses is higher than last year's levels by a minimum of 25-30 percent. Thus, the possibility exists in practically all rayons to procure grass feeds in the planned volumes.

Of course, today harvest conditions are complicated, especially in the northern part of the republic. Frequent rains and excessively wet soils have made work more difficult in many places. However, with the availability of a powerful feed-harvesting fleet and with the skilful maneuvering of equipment and technology things could move much faster. The following facts attest to this. According to conditions as of 6 July, grasses were harvested on an area of 1.8 million hectares. This is 80 percent of the plan. In the enterprises of Brest and Gomel oblasts farmers were able to carry out harvest operations on 96 and 87 percent of total area respectively. Mowing has practically been completed in the enterprises of Drogichinskiy, Narovlyanskiy, Berestovitskiy and Starodorozhskiy rayons. In the republic as a whole there are only 5.05 quintals of feed units per head of cattle, which equals 76 percent of the plan.

An alarming situation has developed in Vitebsk and Mogilev oblasts. Their lag behind schedule is especially great. A particularly small amount of feed has been prepared per standard head of cattle in the enterprises of Sharkovshchinskiy, Braslavskiy, Postavskiy, Iyevskiy, Ostrovetskiy,

Oshmyanskiy, Myadelskiy, Goretskiy and Mstislavskiy rayons. But the grasses are deteriorating from standing too long. Naturally, losses in feed quality are perceptible.

Right now average-maturation grasses are in the phase of blooming and late-maturation varieties--in the phase of full heading. This means that due to harvesting after the optimal period losses of up to 25 percent of feed units and almost 30 percent of protein are unavoidable. In addition, on many areas, especially in places where grasses have been top-dressed well with nitrogen, they have lodged and have begun to rot from underneath. This type of situation dictates the critical necessity to sharply increase the pace of harvesting and to complete the first cutting as quickly as possible.

An extremely high level of organization is required during cutting operations. After all, we cannot reconcile ourselves to the fact that in Vitebsk and Mogilev oblasts average-maturing grasses remain in the ground on an area of over 100,000 and 70,000 hectares. This is why the pace of work should be sharply increased regardless of the weather. In many enterprises the organization of labor is poor and the material interest of machine operators in a high level of productivity for their feed-harvesting equipment is low.

A serious hindrance to mowing in some places involves the disdain for the procurement of canned feeds from sun-dried grasses. However, it is this that enables us to keep grasses in swathes for a minimal period of time, which is of special importance when the weather is not dependable. In the republic as a whole the quota for this type of feed has been fulfilled by 31 percent, whereas in the enterprises of Grodno Oblast the figure is only 9 percent. Not a single ton of this feed has been procured in 13 rayons of Vitebsk and 11 rayons of Mogilev oblasts.

Of course, when procuring feeds the main thrust should be directed at hay. It can be procured only with the use of new technology. We are speaking first and foremost about active ventilation, treatment with anhydrous ammonia when there is an elevated moisture content, and intensive turning of the cut mass. Unfortunately, these progressive technologies are not utilized everywhere. For this reason, a total of 1,631,000 tons of hay have been procured, or one-third of the planned quota.

The procurement of haylage is not proceeding any better. An extremely small amount of haylage has been stockpiled in silos. As of now, only 43 percent of available silos have been put into operation, and in Vitebsk Oblast--22 percent. In rayons such as Beshenkovichskiy, Polotskiy, Ushachskiy, Gantsevichskiy and Slutskiy not a single silo has been stockpiled.

In order to meet the quota for the production of grass meal from the first cutting it is essential to procure 5,500 tons daily. Actual production equals 3,600 tons daily. There is no reason not to follow the schedule. There is sufficient raw material everywhere. The matter simply involves the correct organization of labor, uninterrupted supply of drying units with raw materials and the transition to two-shift work by drying units. Meanwhile, workers in

the enterprises of Gantsevichskiy, Dubrovenskiy, Ostrovetskiy, Oshmyanskiy, Belynichskiy, Krichevskiy and Cherikovskiy rayons wait, pointing to various types of difficulties.

Precise work of feed laboratories has not yet been organized everywhere. For example, in Ostrovetskiy Rayon everything that is needed is available--instruments and chemical reagents and a staff. But agreements have not been concluded with enterprises for the evaluation of feeds. A total lack of responsibility is tolerated--samples arrive at the laboratory without the accompanying sampling documentation. Even worse, in some rayons laboratory specialists, following RAPO [Rayon Agro-Industrial Association] directives, are involved in functions beyond their job description. Thus, for example, in Nesvizhskiy Rayon their job includes collecting information on equipment repair, and in Dzerzhinskiy Rayon they fulfill the role of dispatchers to collect information from enterprises.

As we can see, the situation involving feed procurement is a complicated one. Now it is important to maneuver equipment with flexibility. Under normal weather conditions hay procurement should be carried out, with the intensive use of rakes-tedders, active ventilation equipment and treatment with anhydrous ammonia if the hay has an elevated moisture content. If hay cannot be stockpiled, it should be converted to haylage. If it is not possible to procure hay or haylage then the pace of preparing canned feeds from dried grasses should be greatly increased. If because of prolonged rainfall this cannot be done then silage can be stockpiled, but with the mandatory use of chemical preservatives.

Special attention must be given to enterprises which had small feed supplies last year. They must be aided with feed-harvesting equipment, fertilizers for repeat top-dressing and oil and lubricating materials. The people who are recruited from leading enterprises must be directed first and foremost into such enterprises. For these enterprises additional sources of green mass must be found; swampy and overgrown lands, forest meadows, ravines and other non-agricultural lands should be used to a maximum in order to replenish feed resources. In addition to the procurement of feeds for public livestock there should be a parallel organization of procurement for the population as well. Harvested areas must be top-dressed, which will enable farmers to produce a good second cutting.

Quality Deficiencies Indicated

Minsk SELSKAYA GAZETA in Russian 10 Jul 87 p 1

[Unattributed Report: "Full Load for the AVM [Analog Computer]: Current Survey"]

[Text] This year the republic's enterprises must deliver 155,000 tons of high quality grass meal to the state for the production of mixed feeds. All of the possibilities exist for its production and for the successful fulfillment of the procurement plan. The most efficient computers and harvesting units have been acquired. At the same time the procurement-transportation process is

being perfected. A fair grass stand for the first cutting has developed in fields and meadows and grasses are gathering strength for the second cutting.

Oblast	Grass Meal Sold to the State (in % of Plan) as of 6 July 1987	Including by Class		
		I	II	III
Brest	38.7	45.4	37.2	17.3
Vitebsk	26.7	22.8	41.8	35.3
Gomel	37.6	27.1	72.9	0.1
Grodno	36.3	53.4	33.0	14.1
Minsk	47.6	41.6	54.1	4.4
Mogilev	20.1	24.1	39.3	36.5

Good labor organization, strict adherence to all technological regimes, a well-regulated green conveyor, and effective controls over work quality and brigade contracts have enabled many enterprises to fulfill contractual obligations related to the sale of this valuable product. Among these enterprises is Put Kommunizma Kolkhoz of Grodnenskiy Rayon, Kolkhoz imeni Suvorov of Kobrinskiy Rayon, Kolkhoz imeni Gastello of Minskiy Rayon, Kuzmichi and Budaunik kolkhozes of Lyubanskiy Rayon, Ives and Yablonka sovkhoses of Glubokskiy Rayon, Oktaybr Interenterprise Association of Slavgorodskiy Rayon and Zapadnoye Interenterprise Association of Brestskiy Rayon.

However, the necessary measures to increase the production and sale of vitamin meal were not taken everywhere. As of 6 July only 52,800 tons of meal, or 34 percent of the plan, had been delivered to the state. Dealing poorly with the quota are the enterprises of Vitebsk and Mogilev oblasts, where plans have been fulfilled by only 26.7 and 20.1 percent respectively. Plans for the sale of vitaminous products are not being carried out by Dubrovenskiy, Dokshitskiy, Tolochinskiy, Miorskiy, Belynichskiy, Bykhovskiy, Kostyukovichskiy, Krichevskiy, Mstislavskiy, Cherikovskiy, Shklovskiy, Khotimskiy, Pukhovichskiy, Krupskiy, Uzdenskiy, Gantsevichskiy, Stolinskiy, Luninetskiy, Drogichanskiy, Vetkovskiy, Dobrushskiy, Zhlobinskiy, Ostrovetskiy, Smorgonskiy, Slonimskiy and Mostovskiy rayons.

As of 6 July 212 enterprises in the republic, including 59 in Vitebsk Oblast, 63 in Mogilev Oblast, 9 in Brest Oblast, 42 in Gomel Oblast, 7 in Minsk Oblast and 32 in Grodno Oblast, had not even begun the sale of grass meal.

It is especially alarming that the grass meal coming from a number of rayons is of low quality. This refers first and foremost to the enterprises of Vitebsk and Mogilev oblasts, where only 22.8 and 24.1 percent of the procured meal respectively was of the first-class standard. The kolkhozes and sovkhoses of Postavskiy, Slavgorodskiy, Chausskiy, Cherikovskiy, Gantsevichskiy and Ostrovetskiy rayons did not sell the government a single ton of first-class grass meal. Grass meal arrives in unconditioned form from

the enterprises of Dokshitskiy, Dubrovenskiy, Sharkovshchinskiy, Dyatlovskiy, Korelichskiy, Lidskiy, Oshmyanskiy, Belynichskiy, Krichevskiy, Kruglyanskiy and Shklovskiy rayons.

This is explained by the fact that little attention is given in a number of enterprises to a full-value raw-materials base and that legume crops are used insufficiently in recovery. Specialized links for the delivery of green mass are not being created everywhere; grasses that have been standing in the fields too long are used to prepare meal. Often the cut grass which is earmarked for processing by the computer lies for long periods of time in swathes and loses its quality. In some kolkhozes and sovkhoses wages for workers involved in the production of vitamin meal do not depend directly on qualitative indexes.

In most kolkhozes and sovkhoses units for the preparation of grass meal operate during one shift. Throughout the republic for various technical and organizational problems 250 computers have not been included in operations, which equals 17 percent of their total number. There are especially large numbers of them standing idle in Mogilev, Grodno, Gomel and Brest oblasts. Control over the quality of grass meal has been poorly organized. In a number of rayons a determination of the quality of grass meal is made only according to carotene content without a consideration of protein content or other indexes, which results in discrepancies between supplier enterprises and receiving enterprises.

Specialists of enterprises and the RAPO must eliminate existing shortcomings without delay, take effective action to sharply raise the quality of grass meal and the pace of its delivery to the state mixed-feed industry, and achieve the unconditional fulfillment of plan and contractual obligations.

8228

CSO: 1824/339

ESSR LIGHT INDUSTRY MINISTER ASSESSES EXPERIMENT RESULTS

Moscow PRAVDA in Russian 19 Jul 87 p 3

[Article by Yu. Kraft, minister of ESSR Light Industry: "What Should We Stock and Sell in Our Stores? Initial Results of An Experiment and Certain Conclusions on This Matter"]

[Text] Our ministry is operating under the conditions of an experiment. We now have not only enterprises but also wholesale centers, 14 firm-type stores, supply organizations, a planning-construction enterprise, etc. In short, we have an entire industrial-trade complex, called upon to respond to the population's demands. Let me note the following: nobody dictated the conditions of this experiment to us--we ourselves wanted, prepared, and introduced it. And it has affected all spheres of activity--changes have occurred in planning, financing, providing labor incentives, and the import-export possibilities of our enterprises.

In my opinion, three years is a sufficient length of time after which we can tally up the initial results. The production growth rate is notable; it has far exceeded the average All-Union growth rate for this sector. Wholesale and retail trade have overfulfilled all the plan indicators. The assortment has been expanded, the quality of items improved, and the introduction of new models speeded up. Conditions are being created so that we can operate as the June (1987) CPSU Central Committee Plenum has required us to. Light industry has been assigned the following task: saturate the market with goods that move well. This is what we are striving to do.

But we are not resting on our laurels. The stores do not yet have enough fashionable and inexpensive summer dresses, light suits, trousers, or light footwear. And why do we still have such a situation? Analysis of the experiment's progress has allowed us to reach certain conclusions and uncover problems which require urgent solution. Here are some of them.

Let me begin with production planning. The decree issued by the CPSU Central Committee and USSR Council of Ministers on light industry in accordance with which we have been operating since 1987 does not provide central planning for the volume indicators in the sense usually understood. The basis on which enterprises and associations work out plans for consumer-goods production,

their assortment, and quality is the trade order, formulated by taking into account the results of the wholesale trade fairs.

At the same time, consideration must be given to the fact that we already have one-year, five-year, and long-term specific tasks. They have been assigned both in physical terms--square meters, pieces, and pairs, as well as in rubles--as profits.

But we must provide not merely volumes. They must encompass the required assortment which corresponds to the demand. Such a correspondence, however, has not been established within the planning system. In practice, things happen as follows: if you increase the volume, the assortment is reduced. And it also works the other way around. As soon as the production people exhaust their own assortment possibilities, they begin to chase after gross volume. Thus, there is a continuing pursuit of volume indicators to the detriment of the quality and variety of the items involved.

Essentially, even under the conditions of our experiment, the planning and evaluation of an enterprise's planning and financial activity are conducted in accordance with the old indicators as well as with the new ones. The procedure for developing and approving the one-year and five-year plans has not changed--arbitrary "willful" pressure is still felt.

The concerns of our experiment go far beyond the bounds of this sector. Nowadays almost 90 percent of our output's production costs is composed of raw materials and other materials. That is to say, both volume and assortment depend, to a large extent, on the quantity, price, and quality of the materials being used. We are motivated to see to it that our fellow-workers in closely allied fields are successful; we are prepared to support them by utilizing our own incentive funds. We have made our first few attempts to encourage conscientious suppliers, but so far these are only timid steps. For the most part, raw materials and other materials are delivered to us in an impersonal manner; our partners change every once in a while.

It seems to me that it is time to take one more step in restructuring our sector. With the transition to the free sale of items at wholesale fairs, the specific production plan is determined, to a large extent, effectively by the marketplace. Then why does the market approach end "in our bailiwick"? I think that the time has also come to free up the market for the means of production so as to have the right to conclude additional deals in excess of the funds and limits with any closely allied organizations. We need the opportunity to freely select them and provide them with incentives from our position. Workers in closely allied fields and suppliers must also obtain the right and possibilities to effectively respond to the growing requirements of light industry. It is already clear, of course, that in our enormous country it is impossible to determine everything from the center.

The experiment has shown that Estonia's Ministry of Light Industry should be considered as the only economic organization which could function not only in the domestic but also in the foreign market. The conditions of the experiment have stimulated us to increase the export of products, since a portion of the currency earned thereby can be used to acquire materials, equipment, and

licenses abroad. Foreign firms can and want to purchase many articles from us in small batches, but the large All-Union import-export organizations, which operate on a huge scale, are simply not interested in such deals. They consider them to be "petty trifles."

The fleeting nature and changeability of fashion and demand on the world market require not only an effective response on the part of producers but also by the purchasers of equipment and technology. Currency must be turned over rapidly and produce new currency. And while foreign-trade actively remains excessively "over-centralized," we will continue to lose both flexibility and an enterprising spirit. Tallinn should have a foreign-trade office for conducting import-export operations.

The conditions of the experiment allow us to provide incentives and better pay for people's honest work. Use is being made of the contract form of organizing and paying wages to workers, ITR's [engineers and technicians], and office employees beyond the bounds of their working time for their basic activity. To be sure, all this ensures primarily an increase in production volumes, and only to a lesser degree does it expand the assortment. The explanation for this is a simple one. The fact is that the difference between a dress made of wool or imported tricot cloth and one made of cotton material is not very substantial. But the difference in their price and profitability is great. Thus, if an enterprise increases production of popular cotton items, it will inevitably lose in the increase of its monetary amount.

Nevertheless, it is possible to overcome the well-known paradox of "gross volume--assortment in demand." We propose to set up small cost-accounting enterprises for which a large garment-making association would be a kind of chartering institution. Along the lines of Bulgaria's experience and that of other countries, as many as several dozen persons can work at small enterprises. They should have the right to purchase materials and equipment, to sell the items which they produce, etc., i.e., to flexibly respond to demand but, at the same time, to remain outside the system of planning the products list and volume "from on high." In this case, the small enterprises will be able to produce comparatively inexpensive, seasonal, light goods, without giving a thought to increasing the indicators. The main thing for them will be to work to satisfy demand and profitability. By the way, we have already developed an appropriate plan. A government commission has given the "green light" to organizing these enterprises.

Establishing small enterprises must be done on the basis of a contest, placing the emphasis on people's enterprising spirit and business acumen. They will be able not only to facilitate production of needed items but also to assist in serving the basic chartering enterprise--to produce furniture and clothing parts, to repair equipment, etc. It is completely possible that an economic competition could evolve between the large and small enterprises, and this would be a healthy contest, facilitating a better satisfaction of demand.

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MARKETING PROBLEMS OF KOLKHOZES, SOVKHOZES DISCUSSED

Moscow IZVESTIYA in Russian 18 Aug 87 p 2

[Article by S. Troyan, IZVESTIYA correspondent: "Passing by the Vegetable Bazaar: Why Kolkhozes and Sovkhozes Still Rarely Trade in the Marketplace"]

[Text] This is already the third season that I have been keeping track of how the Dawn of Communism Kolkhoz, Vasilevskiy Rayon, Zaporozhye Oblast has been trading in the market. This time I met the kolkhoz chairman, Ivan Konstantinovich Kraynik, not in Skelki, where the central farmstead is located, but rather in the kolkhoz store in the town of Vasilevka.

The Dawn of Communism Kolkhoz belongs to the ranks of the strong, "middle-level" farms. Over the last six years its average annual income has not dipped below 700,000 rubles here. The proportion of income which this farm obtains from the kolkhoz market is also growing.

"In 1985 we sold almost 50,000 rubles worth of vegetables, potatoes, vegetable oil, onions, lard, milk, and other products at the bazaars," Ivan Konstantinovich told me. "Last year we wanted to make 100,000, but we just missed it; we stopped at the 90,000 mark. The vegetables 'let us down;' we harvested a smaller crop than we had intended. This year we have set ourselves the following goal: to sell 120,000--130,000 rubles worth of all products.

"We need no urging here. We are very well-motivated to sell vegetables in the market. Even the year before last there was a surplus in their production. But now we have begun shipping more of them to the market--and they are already providing a modest income, but still it is an income. And the townspeople welcome such trade: because, you know, the prices of our vegetables are lower than those which are set by this bazaar's 'regulars.'

"Did you see the store that we built near the Moscow-Simferopol Mainline? On Saturdays and Sundays we drive out to the fairs which are traditional in Vasilevka. We also bring our stall to the Central Market in the oblast center.

"We have introduced the positions of deputy kolkhoz chairman for sales and several salespersons into our staff. Every morning, no matter how intense the work in the fields may be, the dispatcher must allocate transport to take products to the trade subdivisions."

Let me note the following: while I was talking with the chairman, the store salesperson A. Gladkaya was receiving sweet peppers and egg-plants, cabbage and red beets, as well as bitter peppers and carrots--all freshly picked from their garden beds. And customers quickly gathered around this "point."

"And so, I said, "we can only be gratified with how you've arranged this matter. And there are no obstacles on the path to the market. But then why aren't there too many following suit? Why are other farms not in any particular hurry to take up places in the trading areas at the bazaar?"

"But what's so surprising about that? How many years have we been 'scared away' from this kind of thing...? They pound it into your head that the peasant's business is to grow products rather than to trade in them. They made us ashamed of having a 'bazaar-type attitude.' And so a kind of allergy to trade developed. A large number of the managers nowadays are not prepared to engage in such activity. Some don't want to 'tie themselves' to the bazaar, while others lack the forces and means for this.

"With regard to problems, there are more than enough of them. Like the following, for example: kolkhozes and sovkhoses have been permitted to independently sell as much as 30 percent of their plan and all their above-plan fruit and vegetables. It would seem that nothing could be simpler: load up the trucks and send them off to the trading area. But, in fact, everything has turned out differently.

"This year, for example, we are scheduled by the plan to deliver 4,275 tons of vegetables. Of these, we are obligated to ship out 4,153 tons to the addresses assigned to us. But where, then, is the 30 percent which we can sell in the kolkhoz market? Because, of course, only 12 tons, or 3 percent, remain 'free.'

"Could our kolkhoz be an exception? By no means. Our entire rayon is slated to ship out almost 20,000 tons of vegetables to specific addresses.

"The oblagropromkomitet (oblast agro-industrial committee) brought up yet another figure--417 tons--that's how much we are permitted to sell in the market. And this amounts to only 2 percent. But just try and 'offend' a cannery or a procurement office with a delivery of vegetables which is short by a ton or two--penalty fines would immediately ensue. And so one thinks it over quite carefully before deciding what address to ship products to.

"So what's the solution to this problematical situation? That is the question which was posed by us participants in a special conference on market trade conducted this past spring by the oblast agro-industrial committee. We posed this question but did not receive an answer. Quite recently the rayon

inspector for procurements and quality of agro-industrial products declared the following without any excuses: farm managers are not prohibited from trading in the market, but the plan for vegetable deliveries must be strictly fulfilled. And he is right. But we have not been trained to trade in thin air in the market. We are not stage magicians, and our customers are not spectators.

"The procurement organizations exhibit a particular strictness toward farms when the first vegetables begin to appear. As soon as we gather them together to take to the market, they immediately start to shout: 'You can't do that! Load them up and ship them out to the addresses indicated in the contracts.' And so we didn't dare to disobey this year. Out of 180 tons of early vegetables, we summoned up enough courage to sell only 10 tons without middle-men, although theoretically we had the right to sell five times as much in the market."

I expressed an interest in how the plan for selling vegetables is formulated nowadays. "First of all, the farms are obligated to carry out their deliveries to the union and republic-level stocks--this is, as they say, the farmers' holy of holies. These deliveries are no longer too large: in some places they amount to only about 12 percent. The remainder is distributed by the republic's Gosagroprom (State Agro-Industrial Committee) and the oblagropromkomitet. But they divide the products up in such a way that there is virtually nothing left to take to the market.

"Unfortunately, the 'residual principle' is still in operation here. Local state trade enterprises, processors, and consumer cooperatives have become accustomed to having their requisitions satisfied smoothly without a hitch, and so they do not make any efforts whatsoever to supplement their resources by means, let's say for example, of purchases of products from the population. Obviously, everybody in the oblast agro-industrial committee should calculate matters so that five or six times more kolkhoz and sovkhoz vegetables are delivered to the markets.

"But while things are planned as they are now, this matter will not move forward substantially from dead center. It's not enough to simply permit trade to occur in the market; we must create the conditions for this and encourage such efforts. We probably should not even have to allocate the entire plan for vegetable sales among our customers; let the sale of that 30 percent which is allocated for the market be a matter for the farms to decide. If it is profitable to sell it in the market, let them do so, but perhaps it could also sell it to the consumer cooperatives at the agreed-upon, contractual prices.

"We must also grant the right to the kolkhoz salespersons themselves in the market to sell items at whatever prices they deem best. Let's say, for example, that in the morning cucumbers are selling for 40 kopecks each. But by the evening, if the demand for them slackens off, they could be sold for 20 or 30 kopecks each. Otherwise the vegetables would be lost by spoilage before the commission could weigh the items and set a new price.

"Now the kolkhoz markets have come 'under the wing' of the consumer cooperatives. The latter are supposed to 'provide' the farms with good stores, see to it that we are granted normal and convenient 'points' for selling our products, refrigerators for storing items, and hotels for our salespersons."

"But if we were to imagine that the '30-percent problem' were solved," I said, "would everything fall into place?"

"That's a complicated question. Kolkhozes and sovkhoses have a very great deal to do in order to become competitors in the bazaar. First of all, they must expand their assortment of vegetables, begin to deliver to the market early dill and parsley, as well as spring onions and radishes. They must approximate the time periods when 'vitamins' ripen, and for certain vegetables extend them by a month or two. Here everything depends on hothouses. But it takes years to get a plan for a hothouse, erect the walls, and obtain an energy supply. Alas, there is still no 'green light' for the 'green conveyor....'

"Farms which are willing to trade in the markets need support. We need to sell them covered pickup trucks, and even more so--small-sized refrigerator units. It's possible that the lumber industry would arrange to produce stalls for us, even if they were only the summer type. We could carry on trade in vegetables year round, but where would we get ordinary barrels for offering customers sauerkraut, pickles, and steeped watermelons in winter-time?"

"And are there any other ways to fill up the markets with vegetables, fruit, and berries?"

"There certainly are. Our farm's administrative board has become convinced of the following: we must actively support those kolkhoz members who work hard in the communal fields and who also wish to sell the surplus products grown on their own garden plots. We send our bus to the Zaporozhye markets four times a week. Without any detriment to public production we allocate trucks upon application by kolkhoz members for the purpose of hauling out products from their individual garden plots. Last year this kolkhoz rendered 16,000 rubles worth of transport services. And how much time and nerves we saved for our own individual farmers...."

* * *

Here we must add the following points: the farms of the Vasilyevskiy Rayon are now going to the markets more willingly. But what about the situation in other rayons? While en route to this assignment, I leafed through the oblast newspaper ZAPOROZHSKAYA PRAVDA. A correspondent's report entitled "High Prices at the Height of the Season" informed me, in particular, that the kolkhozes and sovkhoses of the Veselovskiy Rayon have undertaken to deliver 1,680 tons of vegetables to the markets this year, but so far they have not sold a single kilogram. Out of 5,000 tons, the farms of the Volyanskiy, Berdnyanskiy, and Mikhaylovskiy rayons have so far sold only 148 tons in the bazaars, or 200 grams of vegetables per capita for this oblast center. Need we make any comment here?

TRADE TURNOVER FIGURES FROM JANUARY-MAY 1987

Moscow SOVETSKAYA TORGOVLYA in Russian 13 Jan 87 p 1

[Report by the USSR Central Statistical Administration]

[Text] Fulfillment of Retail Trade Turnover Plan by Union Republics for January - May 1987

	1	2	3	4	5
USSR	137390	96.2	97.8	100.02	103.4
RSFSR	75744	95.6	97.6	99.6	103.5
Ukrainian SSR	22767	96.0	97.6	99.7	102.6
Belorussian SSR	5206	99.6	100.2	103.9	106.6
Uzbek SSR	5514	93.0	92.9	97.7	99.5
Kazakh SSR	6521	97.1	99.6	101.3	105.1
Georgian SSR	2098	93.8	98.1	101.3	102.4
Azerbaijani SSR	1952	97.0	97.8	103.7	104.5
Lithuanian SSR	2043	99.4	98.9	98.6	102.9
Moldavian SSR	1762	98.7	99.5	103.0	104.7
Latvian SSR	1758	99.96	99.4	100.1	104.0
Kirghiz SSR	1328	98.2	98.1	103.5	105.3
Tajik SSR	1271	96.6	97.7	101.7	102.7
Armenian SSR	1303	94.6	95.3	100.7	102.3
Turkmen SSR	1111	94.6	96.3	100.1	101.9
Estonian SSR	1112	100.4	100.7	100.9	103.4

1. Actual volume of retail trade turnover (in millions of rubles).
2. Percentage of plan fulfillment for total volume of trade turnover.
3. Percentage of plan fulfillment without sales of alcoholic beverages.
4. January-May 1987 in percentages and January-May 1986 (in comparable prices). Total volume of trade turnover.
5. January-May 1987 in percentages of January-May 1986 (in comparable prices) without sales of alcoholic beverages.

OFFICIALS DEPLORE CONTINUING TRADE DEFICIT

Moscow EKONOMICHESKAYA GAZETA in Russian No 25, Jun 87 p 19

[Article by V. Nakashidze, deputy general director, Soyuzpromvedreniye (Introduction of New Goods into Mass Production) Association under the USSR Ministry of Trade, Candidate of Economic Sciences: "Portable Television Sets: Why the Output of Complex Household Appliances Lags Behind Consumer Demand"]

[Text] Our market is becoming filled more and more with complex household appliances. The level of providing the population with clocks and watches, television sets, refrigerators, washing machines, and sewing machines is quite high. But nowadays nobody is satisfied any longer with merely a quantitative indicator. Customers justifiably expect a broadening of the assortment and an upgrading of the quality of complex household appliances.

Some things are being done along these lines. During the last 10 years a number of durable items with good social prospects have come onto the country's markets: video recorders, color television sets using semiconductors, automatic washing machines, combination refrigerators and freezers, microwave ovens, and the initial models of personal computers.

However, the sales of new types of items do not exceed one percent of the total goods turnover. And the saddest thing is that no substantial changes are foreseen for the immediate future. At the wholesale trade fairs the industry proposed for 1987 what basically amounts to various modernizations of existing items without any sharp improvement of their consumer qualities.

There are quite a few reasons why such a situation has evolved. Among them must be pointed out, first of all, the inefficient assortment policy of the pilot ministries which have been assigned the tasks of coordinating the work with regard to satisfying the population's needs for consumer goods. The whole trouble is that these ministries have continued to key on the "average" consumer; they have not exerted any substantial influence on planning scientific-research and experimental-design projects in the production of new types of items; they provide an inflated evaluation of product quality and, for all practical purposes, have failed to coordinate the work of enterprises under different departments in creating complex household appliances.

This has led to the output of a large number of functionally identical models. Presently being produced, for example, are approximately 50 models of refrigerators and freezers, 40 models of washing machines, 28 models of electric irons, 25 models of electric vacuum cleaners, and so forth. Despite such "abundance," there is virtually no choice here: unfortunately, there are very few new models among these items.

Thus, for example, the assimilation of freezers and "refrigerator-freezer" types of units has begun comparatively recently; their proportion in the production of this type of equipment amounts to only 2.6 and 7 percent respectively. Meanwhile, their proportion abroad is equal to approximately 65-70 percent on the average. Our country's basic production of washing machines consists of modified models with manually modified models with manually operated wringers and semi-automatic units. But the assortment of automatic washers is limited; their proportion within the total production has not reached even three percent. Moreover, their technical level is quite low.

A noticeable lag has been allowed to occur in the output of television sets. During the last five years television sets have begun to be produced abroad with stereophonic sound and various attachments, which has allowed the range of using these sets to be expanded. Television sets are now being produced with increased screen dimensions, ranging from 7 to 81 centimeters measured diagonally. Portable sets are also being produced. So far we have only read about these things in the newspapers because in our country these innovations are still only in the stage where engineering solutions are being sought.

Other substantial shortcomings included the excessively slow development and production start-up of new items. With regard to electronic apparatus, this time period amounts to 3-5 years and sometimes even longer, while for complex household appliances it ranges from 6 to 10 years. As a result, such goods are all-too-often obsolete by the time they begin to be produced. This applies, moreover, not merely to the basic unit, but also to complete sets of items.

Furthermore, the complex household appliances now being produced are wasteful of resources. For example, due to poor quality of the insulating materials used in the production of refrigerators, the waste of electric power in operating these units amounts to 12 billion kilowatt-hours a year for the country as a whole.

Such a situation attests to the inability of the pilot ministries to implement a well-thought-out assortment and scientific-research policy with regard to the types of complex household appliances assigned to them. What we are talking about is the fact that a ministry, by representing narrowly departmental interests, **EVEN THOUGH IT IS A PILOT MINISTRY, IS ESSENTIALLY INCAPABLE OF EXERCISING THE FUNCTIONS OF INTERSECTORIAL COORDINATION** (words in all capital letters are in boldface for emphasis in original).

Just what conclusion is to be drawn from the situation which has evolved here? It is our opinion that, in order to improve matters, we must strengthen the role played by the wholesale buyer of such goods--which nowadays is constituted by the USSR Ministry of Trade. Certain steps have recently been taken along these lines. Thus, for example, the USSR Ministry of Trade has been assigned the task of heading up the work of the interdepartmental state acceptance commissions for releasing goods into the trade network. Its All-Union Soyuzpromvnedreniye [Introduction of New Goods into Mass Production] Association is at present performing the work of examining and coordinating the technical assignments for the new complex household appliances being developed; it has endorsed charts for the technical level and the product quality, as well as directing the work of the interdepartmental state acceptance commissions. Thereby a definite mechanism is taking shape, albeit in a contradictory manner, for influencing the quality and technical level of items being developed from the viewpoint of the consumer.

There are already examples of the interdepartmental state acceptance commissions not agreeing with the evaluation of the technical level as provided by the scientific-research organization of the pilot producing ministry. This constitutes a certain barrier against the penetration into the market of poor-quality items which lack social prospects and which fail to measure up to the demands of customers. Also important is the fact that such work is being performed prior to the trade fairs, when it is still possible to make corrective adjustments in the items being developed or even to abandon their introduction.

In the course of 1986, during the work of the interdepartmental commission on recommending new types of complex household appliances for production, in more than 30 percent of the cases it was found not to measure up to world standards, even though the pilot organization had accorded such a rating to these items.

It cannot be said, however, that the mechanism for the intersectorial coordination of the activities being done by the numerous ministries and departments producing complex household appliances has been completely formed. What we are talking about is still its initial stage.

Under the conditions whereby there is a considerable expansion of the possibilities for operational-economic maneuvering, for an independent breakthrough to the market, the enterprises of this industry need a well-qualified intermediary, directly interacting with them and bypassing the apparatus of the ministries and departments in order to more effectively solve the problems of assimilating new items. This intermediary must know the market well, the foreign market as well as the domestic one, steer enterprises into producing household appliances needed by the population, determine the socioeconomic effectiveness of using the new items being proposed by the industry, and solve the problem of producing and selling them. It should also be assigned the functions of coordinating with the industry's enterprises the agreed-upon prices on the new items and evaluating their technical level.

As a foundation in creating such an organization, we can take the existing Soyuzpromvnedreniye Association with the inclusion of several scientific subdivisions engaged in studying the market, as well as the assortment and quality of the complex household appliances.

And the GKNT (State Committee for Science and Technology) could conduct the development and formulation of long-term, targeted, scientific and technical programs regarding the most important items and commodity complexes, based on proposals by the producing ministries, as is done in other lines. An analogous approach could be undertaken by Gosstandart (State Committee for Standards) regarding programs of comprehensive standardization. In our opinion, this will allow us to upgrade the quality of complex household appliances to the level of the best world achievements.

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TURKMEN CONSERVATION POLICY EXAMINED

Ashkhabad IZVESTIYA AKADEMII NAUK TURKMENSKOY SSR: SERIYA OBSHCHESTVENNYKH NAUK in Russian No 3, 1987 pp 31-36

[Article by S. G. Bogomolov, the Turkmen SSR Academy of Sciences' Economics Institute: "Special Features of the Power-Conservation Policy in the Turkmen SSR"; boldface text given in all caps]

In the eighties, the problems of conserving fuel and power and of increasing the efficiency of their use have acquired a special urgency. This has been caused by the sharp increase in the cost of extraction and transportation of power resources and by the continuing intensive growth of the national economy's needs for fuel and power. Under these conditions, the conservation of fuel and power should, along with an intensive increase in the extraction and production of fuel and power resources, become an important source for the increased power consumption, since in many instances the measures for conserving fuel and electric power turn out to be 2 to 3 times cheaper than the development of the equivalent increase in their production [6, p 41].

In the Basic Directions for the USSR's Economic and Social Development for the Years 1986-1990 and for the Period up to the Year 2000, the task has been set up "to strive so that the increased needs for fuel, power, raw and finished materials be satisfied by 75-80 percent through their conservation" [1, p 274]. Taking into account the unequal power-economic situation taking shape in the various regions of the country, the power conservation policy in them will also have principally regional characteristics. For the Turkmen SSR, typical features are the complete provisioning of its own high-quality and efficient power resources and the availability of a highly developed fuel and power complex (FPC).

Over the last two decades, highly developed oil and gas branches of the FPC, with a powerful production system, have taken shape in the republic. Based on the significant reserves of natural gas, the republic's electric power engineering has been developed further. A powerful specialized infrastructure for power transport arose.

The production of the basic types of natural power resources and the production of electrical power (table 1) are characterized by differing dynamics.

Table 1

DYNAMICS OF THE PRODUCTION OF POWER RESOURCES IN THE TUSSR IN PERCENTAGES (1)

Type of Power Resource	1970	1975	1980	1985
Electric Power	100	243	364	651
Oil (including Gas Condensate)	100	108	55	40
Gas (Natural and (Derived))	100	395	538	626

Although the electric power production volumes increase constantly over the course of the entire period under discussion, the production of oil from 1974 through 1985 is characterized by a constant decrease. It is assumed that in the years 1986-1990, the opening up of undiscovered deposits and fields should compensate for the decreased production at the old sites, which will lead to the stabilization of oil production [4]. Natural gas production since 1980 has tended to be stable. Thus, stabilization in the production of hydrocarbon fuel in the region has begun to become apparent. In spite of this, the oil and gas fuel production volumes continue to occupy an important place in the nationwide fuel and power complex.

The feasibility of obtaining inexpensive electric power based on the significant natural gas reserves has made it possible to increase sharply its production and consumption in the republic and, as of 1974, the region became a large-scale supplier of electric power to other regions of the country. In 1985, 4,419.2 million kwh or 40.2 percent of all the produced electric power was supplied to the Central Asian Unified Power System (UPS). Since 1975, the transmission of electric power to the Central Asian UPS has increased by a factor of 3.9, while at the same time, consumption within the region has increased by a factor of 2.5 [5, p 56].

The TuSSR FPC has two basic goals: the ensurance of a constant volume of fuel and power supplies to the unified national economic complex of the nation (the priority goal) and the reliable ensurance of all the needs of the regional economy for power of the required quality. During the investigation of the problem of the interaction of the indicated goals, it has been assumed that the capabilities of the FPC for satisfying the growing power requirements will be characterized by a tendency towards restraining growth with a subsequent stabilization of the oil and gas resources production volumes, and the power needs of the republic--by accelerated growth. A similar evaluation of the long-term power situation in the republic makes it possible to expose specific conflicts in the realization of the regional FPC's basic goals.

With the complete ensurance by the regional FPC of the long-term needs of the republic's economy for fuel, a situation can arise when, at a specific moment, a reduction in the fuel and power resources supply volumes to the country's national economic complex will begin. According to our calculations, with the advent of the indicated conditions and if corresponding measures are not adopted, such a process can begin in the near future even. The determination of such a moment, when the realization of one of the goals by former means conflicts with the other, yields an opportunity for the TIMELY implementation

of a purposeful reorientation of the regional FPC or for providing for and implementation of a set of measures aimed at eliminating (alleviating) the uncovered conflict. The basis for such a set of measures are changes in the regional power-consumption policy.

The task of ensuring stable delivery of fuel and power to the country's unified national economic complex under the conditions of an increase, significant in the long term, in the republic's power needs can be solved two ways: by means of an increase in the hydrocarbon fuel production volumes (up to the present time, this is the method that has been used) or by means of carrying out an active regional power-conservation policy, i.e., the improvement of the regional power-consumption structure, carrying it out in conformity with the natural climatic, social and economic peculiarities of the region, as well as the requirements of the general resource-conservation policy. In connection with this, it becomes feasible to formulate in advance the main goal of the regional power-conservation policy and also to evaluate it quantitatively. In our opinion, this goal can be formulated thus: TO ENSURE THROUGH THE PROMOTION OF A REGIONAL POWER-CONSERVATION POLICY SUCH A REDUCTION IN THE POWER CONSUMPTION OF THE NATIONAL INCOME AS WOULD MAKE POSSIBLE THE IMPLEMENTATION OF FUEL AND POWER RESOURCE DELIVERIES TO THE COUNTRY'S UNIFIED NATIONAL ECONOMIC COMPLEX AT THE NECESSARY LEVEL, WHILE STILL PERMITTING THE COMPLETE SATISFACTION OF THE REPUBLIC'S POWER NEEDS. In the long term, the role of the active power-conservation policy in the region will increase constantly.

As a result of our preliminary calculations, a new situation was uncovered: in a region blessed with power, which the TuSSR is traditionally considered to be, the necessity of carrying out a harsh power-conservation policy became imminent and this policy can have very specified purposeful quantitative parameters. Thus, in order to attain the standard power consumption (2) of the national income and the corresponding savings in power resources, it is advisable, according to our calculations, that this be ensured over the entire length of the predicted period through a reduction of up to 45 percent in the increase in the republic's demand for fuel and power resources (with the accepted long-term dynamics of the national income).

It must be noted that the state plan for the TuSSR's economic and social development in the 12th 5-Year Plan provides for ensuring through savings 65 to 70 percent of the republic's increased demand for the basic types of material resources [4], i.e., a significantly greater savings of fuel and power resources, which is necessary according to our calculations. The achievement by the end of the current 5-year plan of savings in fuel and power resources, planned for the 12th 5-Year Plan for the basic material resources, in essence, eliminates the problem of a possible reduction in the delivery of hydrocarbon fuel to the country's unified national economic complex.

The feasibility of maintaining a constant percentage of savings in the increase in the fuel and power resources required by the republic in the long term is based on the assumption that over the course of the predicted period the opportunities for power conservation will be maintained: in the first stage through the elimination of outright wastefulness and the realization of non-capital-intensive, organizational and technical measures; in the second

stage through the profound restructuring of production's technological structure and the introduction of power-conserving technologies.

From the point of view of the scale of the required power resources, the greatest influence on power conservation (correspondingly on the tendency to change the power consumption of the national income) should be exerted by industry and transport (within the power-consumption structure, their share has now exceeded 80 percent). In industry, in accordance with the volume of power consumption, the sectors of the FPC stand out: electric and heat power engineering, the oil industry, the oil refining industry and the gas industry. At the present time, these sectors' proportion in the consumption in production of boiler and furnace fuel of industry amounts to 87 percent.

We will examine in greater detail the potential opportunities of electric power engineering in the promotion of a regional power-conservation policy. The generation of electric power and steam at thermal electric power plants represents highly power-intensive production. The electric and thermal power transformed in the best case situation with an efficiency of nearly 35 percent, even in the final technological processes, is not being used fully. Moreover, the losses of electric power during its transmission over far distances are great. In 1985, these losses amounted to 957.4 million kwh or 8.7 percent of all the electric power produced in the republic [5, p 56]. Therefore, with the significant (relative to the given region) scale of such production, it, undoubtedly, exerts a strong influence on the power consumption of industrial production as a whole. The power consumption of the gross production of electric power engineering is one order higher than the power consumption of the gross national product (GNP), produced in the republic's industry. Each one percent increase in the growth rate of the gross production of electric power engineering over the growth rate of industry's GNP yields a 0.4 percent growth in the power consumption of the industry's GNP. The factors, through which electric power engineering could actually facilitate a reduction in the power consumption of the industry's GNP, and consequently in the power consumption of the republic's national income, can be the reduction of the specific power consumption of the gross production of electric power engineering and structural advances, i.e., a growth rate for the other sectors of industry that is accelerating in comparison with electric power engineering. Thus, the possibilities of these factors are not identical.

Up to the present time, the growth rate in the production of electric power substantially exceeded the growth rate in the production of industrial products. Thus, for the years 1970-1985, the volume of production of electric power output increased by a factor of 4.8 (the average annual increase rate is 11 percent), and the total volume of industrial output by a factor of 1.81 (the average annual increase rate is 4.1 percent). However, as the long-term calculations of Turkmenglavenergo [TuSSR Main Administration of Power and Electrification] indicate, in the future a reduction in the average annual increased rate will become typical for electric power engineering. At the same time, the general economic situation, both in the country as a whole and in the republic, is bring forward a requirement for a notable acceleration of the development of the republic's entire economy and, first and foremost, of industry. This has been reflected in the parameters of the key prediction of

the basic indices for the TuSSR economy's development and efficiency for the long term (3), which envision a significant increase in the average annual increase rates of industry's GNP in comparison with the period of the 11th 5-Year Plan. The realization of the indicated long-term parameters for the republic's industry and electric power engineering is aiming at (in addition to the period of the 12th 5-Year Plan) a corresponding restructuring of the industrial production structure.

The opportunities for a further reduction in the specific power consumption of production, generated at the republic's thermal electric power plants, at the present time are extremely limited. It is obvious that with extrapolation of the existing tendency to reduce the specific expenditure of fuel for the production of 1 kwh (1 kcal), in the long run its rate will gradually decrease, approaching a specific limit (which, for example, in the production of electric power corresponds to 308 tgu/kwh or an efficiency of 40 percent).

Success in the field of the development of adequately technologically efficient and economically acceptable materials, which operate reliably under conditions of aggressive gaseous media, will make it possible to shift at steam-turbine thermal power plants to the use of much higher steam parameters. This will ensure an increase in the operational economic efficiency of the power plants of 4-5 percent [7. p 93]. In principle, an MHD generator can ensure a very high degree of efficiency (on the order of 50-60 percent) in obtaining electric power with the successful solution of the complex scientific and technical problems, and first of all, the problems of the materials for the MHD conduits. However, it is obvious that in the coming 10 to 15 years, a substantial increase in this index (efficiency) through economically acceptable technological improvements is not expected.

Thus, in the situation under discussion, the republic's electric power engineering can play a notable role in reducing the power consumption of industry's GNP and correspondingly in reducing the power consumption of the national income basically through a structural factor. If the growth rates of electric power engineering in the long run remain significantly higher than those of industry in general, then even the active efforts at power conservation in the republic's other industrial sectors will merely slow down the tendency towards growth in the power consumption of the republic's national income.

And so, the opportunities for electric power engineering to reduce the power consumption of industry through a lowering of its own power consumption will steadily decrease. Therefore, in the near and not-too-distant future, the basic regulator of industry's power consumption (with the evolutionary nature of scientific and technical progress in the production of electric power) will be the share of electric power engineering in industrial production. At the same time, in the distant future, the consistent reinforcement of power conservation, on the one hand, and the natural slowing down of the growth rates for the production of electric power together with the assumed future "break-throughs" in technical progress in this field, on the other hand, will inevitably lead to a tendency to reduce the power consumption of public production.

The difference between the scope of electric power engineering's power consumption and that of the rest of industry is so great that even insignificant variations in the correlation of their growth rates substantially influences the total power consumption of industrial production. Such a position makes it necessary to make increased demands for balancing the development of electric power engineering and the republic's economy as a whole. Unjustifiably high rates of increase in traditional electric power engineering capabilities (if such, of course, exist) will be reflected in a worsening of the power-economic parameters of the republic's economy and will nullify the effect of the power-conservation policy in the region. On the other hand, the TuSSR's transformation into a large-scale interregional supplier of electric power produced based on traditional technological principles can lead to a slowing down of the increase in the production of power resources in the other Central Asian republics and the drawing of non-traditional power sources, capable of competing at the present time (or in the near future) with the traditional power technologies, into the economic revolution.

FOOTNOTES

1. Calculated according to [3, p 10 and 4, p 196].
2. By the standard power consumption is meant that level whose attainment would make it possible to implement deliveries of fuel and power resources to the country's unified national economic complex at the necessary level.
3. The prediction worked out at the TuSSR Academy of Sciences' Economics Institute within the framework of elaboration of the Republic's Complex Program for Scientific and Technical Progress for 20 Years.

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DRAFT GUIDELINES FOR HEALTH CARE CHANGES PUBLISHED

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[Unattributed report: "Basic Directions for the Development of Public Health Care and the Restructuring of the USSR's Health Care System in the 12th Five-Year Plan and for the Period Up to the Year 2000; Draft of the CPSU Central Committee and the USSR Council of Ministers"]

[Text] The course charted by the 27th CPSU Congress for the acceleration of the country's social and economic development envisions the realization of large-scale social programs. The protection and strengthening of the Soviet peoples' health, the increasing of their lifespans and their creative activity and the cardinal raising of the quality of medical aid are considered to be matters of paramount importance to the party and the state.

Health is a boon and good fortune for everyone and a necessary condition for the growth of labor productivity, the country's economic might and the well-being of the people. The concern of the Communist Party and the Soviet State about the health of each citizen responds to the principles of humanism and social justice, serves the goals of the flourishing of socialist society today and lays the foundation for its economic and social well-being in the future.

The Great October Socialist Revolution initiated the implementation of basic political, economic and social transformations which met the most vital and innermost aspirations of the Soviet people. For the first time in history, a state has taken upon itself the responsibility for public health and has guaranteed the legislative, organizational and material ensurance of all economic, social and medical measures for protecting the health of the people.

In the USSR, a genuinely public system of health care based on the Leninist principles of no charge for and public access to medical aid, of prevention, of the unity of science and practice and of the active participation of the community in health-improvement measures has been established. At all the stages of development of our society, this system has reliably ensured public health protection and the country's sanitary well-being.

Over the 70 years of Soviet power, as a result of the consistent implementation of the plans for the building of socialism, for the carrying out of large-scale state measures for the prevention of diseases, for the

improvement of labor and domestic conditions and for the development of health care and medical science, a cardinal improvement of the public's state of health has been achieved. The general mortality rate has been reduced by a factor of 3 and that of children by a factor of 11, the average lifespan has been doubled and many dangerous infectious diseases have been eliminated. The level of occupational injury, illness and disability among the workers is steadily decreasing.

To the indisputable achievements of socialism must be added as well the persistent tendency towards social homogeneity in public health. The improvement of the physical development indices, the reduction of the mortality rate and the increase in the creative lifespan are typical for the various groups of the populace and for all the nations and nationalities of the Soviet Union. Many peoples, doomed before the Great October Socialist Revolution to extinction, have today attained high indices for the level of health.

Soviet health care has been converted into a large sector of the social sphere. Tens of thousands of polyclinics, hospitals, first aid and emergency medical aid stations, children's institutions and hundreds of scientific research institutes and educational institutions have been built and equipped. A system for maternity and childhood protection, a sanitary epidemiology service and a widespread network of sanatoriums and rest homes have been established. In the sector, there are 1.3 million doctors and 3.3 million mid-level medical workers employed. There has been a basic change in the level and nature of medical aid. The growth in the scientific, staff and material and technical potential makes it possible to provide the public not only with general practice but also specialized forms of medical aid.

The impressive achievements of Soviet health care have received universal recognition. Its principles and the system of organization of local medical aid has been recommended by the World Health Organization as a model for the establishment of national services.

The attained successes are proof of the enormous advantages and opportunities of a socialist society in the solution of public health protection problems. However, as an objective analysis indicates, these opportunities are not being fully used. In the seventies and the beginning of the eighties, negative tendencies began to appear and grow in the activities of the health care organs and institutions. A reduction in the rate of economic growth in the country and a relaxation of the attention paid to health protection matters have led to a reduction in the portion of expenditures for health care in the state budget and to a slowing down of the processes for the renewal of its material and technical base and the exploitation of new medicines and treatment methods. Shortcomings in the organization of and a relaxation of the monitoring of the work of the medical institutions, the reduction in exactingness and errors in health care have become the reasons for serious errors in the determination of the basic directions of the sector's activities and of the development proportions of the individual services. The established procedure for evaluating the activities of the health care institutions have not been orientated towards increasing the quality of the public medical aid.

Among the health care workers, there has been propagation of such phenomena as bureaucratism, bribery, callousness, heartlessness, rudeness, and an irresponsible attitude towards the fulfillment of professional obligations. Moral and ethical distortions spread to acceptance into higher medical education institutions, the evaluation of the results of study and work and advancement in the service. The existing wage system did not stimulate a striving for proficiency in skills and practices, for improvement of skills and for improvement in the quality of work.

Attention towards preventive work--a leading direction in the protection of the health of the USSR's population--has been relaxed. Ministries and departments and local soviets have not implemented the proper volume of measures for protection from polluted reservoirs, air and soil and for the establishment of safe labor conditions in industry. In a number of the country's regions, good-quality drinking water is not being provided and in certain cities the concentration of pollutants in the air is exceeding the established standards several times over. The sanitary epidemiology service is displaying inaction and passivity in the solution of ecological problems and is not using the broad authority granted to it for this purpose. The efficiency of the sanitary inspection service is low with respect to the maintenance of sanitation and hygiene standards and the observance of the rules at enterprises, institutions and organizations.

Over the course of many years, the necessary attention has not been paid to the work on forming a healthy standard of living. More than two-thirds of the population is not involved in the systematic pursuit of exercise and sports, up to 30 percent is overweight and nearly 70 million people smoke. Drunkenness and alcoholism are widespread and the number of people using drugs is increasing. Within the country, a decisive and relentless struggle has been unleashed against these phenomena which are alien to socialist morality. However, it is not being conducted everywhere with the proper persistence and consistency.

The level and quality of medical aid does not completely meet the increased needs of the Soviet peoples. Progressive, new and more effective methods for diagnosing illnesses and treating them are being introduced into practice slowly. Continuity in the work of in-patient and out-patient institutions has not been ensured. In a number of polyclinics, the office hours are not convenient for the public, there are unfounded refusals of hospitalization being permitted, sick persons in need of emergency assistance are not being admitted to treatment institutions on a timely basis, there is inefficient use of the in-patient fund and diagnostic treatment equipment, and there are prolonged periods of examination in hospitals.

Especially alarming is the condition of the work on protecting the health of mothers and children. Maternity centers, childrens' polyclinics and hospitals and women's consultation centers are not providing a modern level of preventive care, diagnostics and treatment due to the unsatisfactory material and technical base and the poor theoretical and practical training of staff members. In many obstetric institutions, departments and wards for nursing prematurely born children and for treating newborns the sanitation and hygienic conditions are not being observed.

The material and technical base for health care needs serious reinforcement. Many hospitals, maternity centers, polyclinics and dispensaries are located in unsuitable and even emergency sites, they are in need of capital repairs or renovation and they do not have central heating, plumbing, sewer connections and hot water. The existing typical drafts for treatment and preventive care institutions do not envision the complete use of contemporary medical technologies. Year after year, resources allotted for equipping health care facilities are not being exploited.

The needs of the treatment and preventive care institutions and the populace for medical equipment, medicines, bandages, disinfectants and patient-care products are not being completely satisfied. The majority of instruments and devices produced by domestic industry, by virtue of their own characteristics, are inferior to the best foreign models.

The large potential of domestic medical science is not being used to the fullest measure either. The existing system for planning and coordination of research does not take into consideration social orders and the priority directions of practice and leads to duplication and the dissipation of forces and resources. The efficiency of the fundamental and applied works is low and only five percent of them are patentable. The methodological, scientific and technical level of the work of many institutes does not correspond to the achievements of world science and a third of the domestic developments duplicate foreign ones. The introduction of scientific achievements is being implemented at an intolerably slow pace. The problem of training for the up-and-coming generation of young scientists is an acute one.

The USSR Academy of Medical Sciences is not uniting and poorly directs the scientific forces and does not display the proper exactingness towards the quality and significance of research. The medical practice is owed a large debt by the science departments of the higher educational institutes, in which nearly half of the higher-skilled scientific medical personnel is employed.

These and other shortcomings have had a negative influence on the state of the public's health. Within the country, the dynamics of the demographic processes have worsened, there is a high child mortality rate and a high rate for working-age men, for a long time the average lifespan has not increased, and for all practical purposes there has been no reduction in the level of cardio-vascular disease and cancers. The national economy is incurring large losses because of blue-collar, white-collar and farm workers' disabilities due to illnesses and injuries and also because of care for sick children. Every day nearly 4 million people do not go to work because of these reasons and annual disability payments exceed 7 billion rubles.

The condition of the protection and reinforcement of the people's health is cause for the workers' well-founded criticisms and the serious concern of the CPSU Central Committee and the Soviet government. The shortcomings in the activities of the health care organs and institutions are inflicting significant damage on the implementation of the party's social policy, on the strengthening of the socialist way of life and on the acceleration of society's development as a whole.

THE CPSU CENTRAL COMMITTEE AND THE USSR COUNCIL OF MINISTERS ARE PROMOTING THE TASK OF A BASIC RESTRUCTURING OF HEALTH CARE, OF THE ELIMINATION OF THE SHORTCOMINGS, OF ENSURING THE EFFICIENT USE OF THE AVAILABLE POTENTIAL AND OF SHARPLY INCREASING THE QUALITY OF MEDICAL AID. It is necessary to strive to reach a point where the activities of all the sector's units and of every medical worker meet contemporary needs. The public's needs for medicines and patient-care products must be satisfied completely everywhere.

For this purpose, in conformity with the Basic Directions for the USSR's Economic and Social Development for the Years 1986-1990 and the Period up to the Year 2000, it is necessary to implement a system of measures for intensification of the prevention of illness, for the gradual introduction of a dispensary system for the entire population, for improving the professional skills of the medical personnel and for improving the quality and efficiency of the work of the treatment and prevention institutions.

The central committees of the union republics' communist parties, the kray and oblast party committees, the councils of ministers of the union and autonomous republics, the local soviets, the administrators of the ministries, departments and enterprises, and the public organizations need to pay more attention to health care needs, to the solution of environmental protection matters, to the improvement of the public's labor and domestic conditions, to ensuring the unconditional completion of plans for strengthening the medical institutions' material and technical base, to participate actively in the work on moulding among the citizens a healthy way of life, and to the completion, the strengthening and the ideological and moral training of the medical personnel.

In order to involve the general public in the matter of protecting public health, in the active propaganda for a healthy way of life, in the management and restructuring of public health care, in the dissemination of information on the achievements of the USSR in this field, it is necessary to support the initiative of the workers on the establishment of a Soviet Health Fund, generated from the voluntary dues of the labor collectives, public organizations, the creative unions and individual citizens.

The raising of Soviet health care to a qualitatively new level is both a public and a state matter. The solution of tasks set up require a creative approach to the improvement of the protection and strengthening of public health on the part of all the medical workers, the party, soviet and trade union organs and the komsomol organizations.

1. INCREASING THE EFFECTIVENESS OF PREVENTION IS THE GENERAL POLICY OF SOVIET HEALTH CARE.

At all stages of Soviet health care, prevention was and remains its basic principle, the ideology of protecting the people's health. It essentially is not a narrowly departmental division of the activities of the health care organs and institutions, but rather, a set of measures aimed at raising the people's material and cultural standard of living, at protecting the

environment, at improving the labor, domestic and recreation conditions of the Soviet people and also the resistance of the human organism to the effect of factors unfavorable for health and the elimination of the reasons and conditions which facilitate their emergence.

The role of prevention in the successes of Soviet health care is unquestionable. At the same time, the USSR Ministry of Health, the AUCCTC, the ministries and departments and the local soviets are still making inadequate use of the prevention opportunities. Prevention is to a large degree declarative in nature and does not provide for the implementation of broad health-improvement measures.

In discussing the implementation of large-scale environmental protection measures as a necessary condition for massive preventive work, it is necessary to ensure the priority of the measures associated with the withdrawal from residential areas of enterprises which are a source of environmental pollution, the introduction of no-waste and low-waste technologies, and the improvement of technological processes which preclude harmful discharges. The operation of enterprises without the organization of protective sanitation zones must not be permitted. It is necessary to provide the populace everywhere with good-quality drinking water and to adopt urgent measures for cleaning up the air in regions where it is polluted. It is necessary to apply stricter economic sanctions against enterprises which inflict damage on a person's health and the environment.

There should be a substantial enhancement of the USSR Ministry of Health's role in the implementation of environmental protection measures. It is obligated to head up the struggle against environmental pollution and disruption of the ecological balance and to consider this work as one of the paramount directions for preventive activities. The State Sanitation Inspection organs need to make more resolute use of the available legal levers in the interests of strict observance of the laws on sanitary protection of the soil, reservoirs and the air.

It is necessary to increase the effectiveness of the sanitation inspection service regarding the observance at enterprises, institutions and organizations of the sanitation, hygiene and anti-epidemic rules and standards. For these purposes, it is necessary to toughen up the monitoring of the fulfillment of sectorial and territorial "Health" programs aimed at reducing industrial injuries and occupational illnesses, at curtailing the amount of manual labor and work sites which have production factors that are bad for health and at freeing women from work in the physically hard sections, as well as improvement of the safety practices and the workers' recreation conditions.

The codification in a single document of the rules and procedures for the observance of the sanitation and hygiene standards, which are in effect in all the country's territories and which are binding on all enterprises, institutions, organizations, officials and citizens of the USSR, must be considered as necessary.

The organs of the procurator's office and the sanitation inspection service

need to adopt comprehensive measures on the exposed facts of violations of sanitation, hygiene and anti-epidemic rules and standards and to apply more actively the legal means for the purpose of ensuring the reliable protection of the health and lives of the Soviet people, holding the guilty parties accountable in the established procedure for material, disciplinary, administrative or criminal responsibility.

It is necessary to toughen up inspection and exactingness at all stages of food products preparation and to be particularly careful in monitoring the use of mineral fertilizers, pesticides and other chemical agents, in order to preclude the possibility of them having a negative effect on a person's health.

Monitoring of the processes for the processing, storage, transportation and sale of food products must be strengthened. The production of food products with violations of the requirements of the technology and which do not meet the sanitation and hygiene standards must not be tolerated. USSR State Standards for the products of the food industry and agriculture must be brought into conformity with scientifically based hygienic requirements. Special attention must be paid to the observance of sanitation and hygiene rules at public dining enterprises, in order to preclude any possibility of diseases caused by the use of poor-quality products in the food.

Taking into consideration the importance of balanced and high-quality nutrition for the public's health, it is necessary to consistently implement measures for improving the quality and the proper use of food products. It is necessary to provide for inclusion in the USSR State Standards of indices which characterize the nutritional and (biological) value of the food products. It is necessary to increase the production of products with increased (biological) value and a reduced content of animal fat, sugar and salt and also the production of vegetable oils and dietetic, vitamin-enriched and albuminous products. By 1991, the needs of very young children for liquid, paste-like milk products, childrens canned goods and evaporated adapted milk mixtures should be completely satisfied.

Along with this, it is necessary to actively carry out sanitation education work to enhance the cultivation of nourishment so that the quantity and calorie value of the food ration will correspond to the energy expenditures and physiological needs of the organism.

THE MOLDING OF A HEALTHY WAY OF LIFE FOR EACH PERSON AND FOR ALL OF SOCIETY SHOULD BE BASED ON PREVENTIVE ACTIVITIES. A conscientious and responsible attitude towards health as public property should become the standard of life and behavior for all Soviet people. This assumes the elimination of harmful habits, education in the cultivation of intercourse, of behavior and of nourishment, the observance of a regimen of labor and recreation, the systematic pursuit of exercise and sport, enhancement of the cultivation of common sanitation and hygienic practices and the harmonious development of the individual.

Purposeful work in this direction should begin with childhood. It is necessary to enhance the role and responsibility of the family for the

maintenance and strengthening of the child's health and to improve the parents' training in the rules for the hygienic upbringing and care of children. It is necessary to adopt measures for expanding the introduction into the practice of the work of the preschool institutions of modern methods for the training and comprehensive development of children.

The USSR Ministry of Education and the USSR State Committee for Vocational and Technical Education, together with the USSR Ministry of Health, need to develop a program for the hygienic training of the rising generation and to actively strive for the establishment of conditions for moulding a healthy way of life among the young people. It is necessary to implement the obligatory carrying out of health-improvement measures in schools, in vocational and technical institutes, in pioneer camps and in sanatoriums and dispensaries for parents with children. It is necessary to organize special preschool institutions of the sanatorium type for weak and frequently sick children.

Concern about the health of the present and future generations requires a decisive promotion of the struggle against drunkenness and alcoholism, drug use and smoking, and the establishment for these purposes of effective treatment means. It is necessary to reinforce the aggressiveness of sanitation propaganda and to explain to the public convincingly and intelligibly the harm in using alcohol and narcotic substances. It is necessary to develop in 1988 a program for overcoming smoking, having provided in it a broad set of medical, legal, organizational and educational measures.

In 1989, it is necessary to develop and introduce a single program of physical education for the public, having determined scientifically based standards and requirements for physical training and (motive) activity for the various social and demographic groups.

In the 12th and 13th 5-year plans, it is necessary to introduce in the general education schools, in the vocational and technical institutes and in the higher and specialized secondary education institutions additional physical education courses so that, taking into account extracurricular activities, the volume of the (motive) load of the pupils and students amounts to no less than 6-8 hours per week. It is necessary to expand the network of sports sections at enterprises, institutions and organizations and to establish by place of residence self-supporting "Exercise and Health" associations. It is necessary to increase the effectiveness of the use of sports and health-improvement installations. It is necessary to establish health centers using the assets of the trade unions and the labor collectives (with their concurrence), including self-supporting ones, with widespread use of the methods of physical training, psychological adjustment, reflex therapy and other methods of rehabilitatory treatment.

There must basically be a restructuring of the work of and improvement of the interaction of the health care organs and exercise organs in order to improve the public's physical development.

The most important task of the preventive activities under contemporary conditions is active propaganda about sanitation and hygiene knowledge. The mass information media, together with the health care organs, need to increase

the number of television and radio broadcasts and newspaper and magazine publications on matters relating to hygiene training and sanitation education for the public, paying special attention to the intelligibility and persuasiveness of the published materials. There must be a broader elucidation of the work experience in the carrying out of preventive and health-improvement measures.

The USSR Ministry of Health and the councils of ministers of the union republics need to implement measures for a significant reduction in infectious diseases, and first and foremost, flu and other acute respiratory illnesses, which are responsible for nearly half of all instances of disabilities, and the economic damage amounts to nearly 3.5 billion rubles per year. For this purpose, it is necessary to develop effective means of prevention and treatment, to make widespread use of general hygienic and strengthening procedures, especially among children, and to improve the organization of inoculations. It is necessary to reduce the rate of intestinal infections and viral hepatitis by preventing microbial and virus contamination of drinking water and food products.

IN THE CONTEMPORARY STRATEGY OF PREVENTIVE ACTIVITIES, AN IMPORTANT PLACE BELONGS TO THE ANNUAL DISPENSARY SYSTEM FOR THE ENTIRE POPULATION. The implementation of this program, which is grandiose in scope and social significance, is a qualitatively new stage in the development of Soviet health care, whereby the state will take upon itself the care of the health of each citizen in its highest form--active and dynamic supervision over the course of his entire life.

The main goal of the dispensary system is the establishment of a unified system which would provide evaluation and dynamic monitoring of the state of health of the Soviet man and society as a whole. Guided by the achievements of scientific and technical progress, the dispensary system should take an active position, ensuring the public of a "pre-emptive strike" against everything that can become a reason for the emergence and development of diseases.

The introduction of the dispensary system should be implemented in two stages: up to 1991, along with the chronically ill, dispensary supervision should everywhere encompass children and teenagers, students, pregnant women, war veterans, and blue-collar and white-collar workers of the individual sectors of industry and agriculture, and by 1995--the country's entire population.

The USSR Ministry of Health, the councils of ministers of the union republics, the AUCCTU and the local health care organs need to implement widespread explanatory work among the populace about the purposes and tasks of the universal dispensary system and to promote participation in it by the broad medical community.

It must be considered the duty of every citizen of the USSR to go to the dispensary and to participate actively in the preventive and health-improvement measures being carried out.

2. INCREASING THE QUALITY OF MEDICAL AID TO THE PUBLIC IS THE MAIN TASK OF THE HEALTH CARE SERVICE.

The main task of the health care organs and institutions is the timely, complete and universal satisfaction of the public's need for high-quality medical aid. For this purpose, it is necessary to implement a basic restructuring and intensification of the activities of the health care organs and institutions with the active use of progressive forms for the organization of the work, of new technologies and of contemporary methods and means of prevention, diagnosis and treatment. It is necessary to implement at the same time a decisive turn from the extensive approach in the development of health care to a qualitative evaluation of its activities.

It is necessary to provide for the accelerated development of the network of and a substantial reinforcement of the material and technical base of the out-patient and polyclinic institutions--the basic link in the health care system, which is carrying out a consistent dynamic supervision of healthy and sick people and ensuring the carrying out of a broad set of preventive, diagnostic and treatment and health-improvement measures.

In order to ensure the complete and timely carrying out of diagnosis among the adult and child populations at the pre-hospital stage, it is necessary to organize in every republic, oblast and kray a network of diagnostic centers, concentrating in them complex and highly efficient modern equipment and medical technology--computer tomography machines, devices for ultrasound, radioisotope, X-ray and other examination methods, as well as staffs of the most qualified specialists. For the further development and improvement of the polyclinic's consultation and diagnostic service, broader use must be made of the potential of the educational institutions, the scientific research institutes and the multisectional hospitals.

Using efficient diagnostic methods with the application of modern medical equipment and medicines, it is necessary to increase the number of people whose treatment is carried out in polyclinics and at home. It is necessary to restructure the work of the dispensaries and to ensure continuity in their work with the out-patient and polyclinic institutions. It is necessary to continue the practice of organizing with the polyclinics active treatment departments and hospitals at home with free medicinal supplies.

There must be a significant promotion of the polyclinics' work on improving the health of the public and on the prevention of diseases and enhancement of their role in the medical and social rehabilitation of the sick, completing by 1990 the organization of departments (offices) of preventive measures and rehabilitative treatment in all the polyclinics. It is necessary to ensure the accessibility of out-patient aid to the workers in their free time from work taking into account the operating schedule of the production sector's enterprises and organizations.

It is necessary to enhance the role and prestige of the district doctor--the basic specialist, who implements the set of prevention and treatment and health-improvement measures and the systematic supervision of the public's state of health. There must be a change in the system for training district doctors, oriented towards training the doctor for general practice. It is

necessary to establish all the necessary conditions for his fruitful activities.

The administrators of the out-patient and polyclinic institutions need to take into consideration the suggestions of the public being served during the formation of the contingents of territorial medical districts. The gradual transition to the rendering of medical aid in accordance with the principle of the "family doctor" must be ensured.

For the purpose of expanding the possibilities for satisfying the public's need for the individual types of medical aid in the 12th and 13th 5-Year plans, it is necessary to organize in each oblast, kray and republic center self-supporting polyclinics, including stomatological and physical therapy ones, as well as cosmetological hospitals and health-improvement complexes.

The basic direction for the improvement of hospital aid to the public is considered to be the development of a network of modern multisectional hospitals and specialized centers. It is necessary to intensify the diagnostic and treatment process in the hospital, making maximum use of highly skilled personnel, complex medical equipment and effective medicines. There must be an active introduction of (the step-by-step process) in the organization of hospital aid and the development of a network of departments (wards) for anesthesiology, (reanimation) and intensive therapy. It is necessary to increase the number of hospitals and departments for rehabilitative treatment and to develop a network of hospitals for daytime stays by the sick and self-supporting nursing homes for persons in need of constant care.

It is necessary to develop the rehabilitation direction of sanatorium and health resort aid and to establish in all regions sanatoriums and department for treating sick people who have suffered a severe heart attack, a cerebral stroke, an operation on the heart and the major blood vessels, the consequences of severe traumas and others. There must be an increase in the effectiveness of sanatorium and health resort treatment and rest. Along with the further expansion of the network of health resorts, there must be development of a network of specialized sanatoriums for sick people with diseased circulatory organs, digestion problems, respiratory problems, and nervous system disorders, and a bringing of the sanatorium aid as close as possible to the public's permanent residence through the development of local health resorts, and first and foremost in the regions of intensive economic development.

It is necessary to improve the care of the sick by means of the broad application of the brigade forms of organization and wages for medical personnel, expansion of the zones of service, the combining of professions and the introduction of the means of small-scale mechanization. There must be involvement in this work of students from the medical institutes and the secondary medical education institutions, from the general education schools and of activists from the Red Cross and Red Crescent societies. In order to provide care for the sick, it is necessary to use as well the opportunities provided by the USSR Law on Individual Labor Activities. There must be expansion of the practice of concluding contracts with community and domestic

services enterprises for the cleaning and maintenance of premises and also for offering other types of services. It is necessary to ensure in all the prevention and treatment institutions the observance of the sanitation and hygiene procedures.

For the purpose of the efficient provision of reliable emergency aid, it is necessary to improve the organization of the system for first aid and urgent medical aid taking into account the prehospital and hospital stages. It must be provided with specialized transportation and means of communication and equipped with modern equipment and the necessary reagents and medications and it is necessary to continue the organization of specialized brigades for medical first aid.

In the republic, kray and oblast centers and in cities with a population of more than 1 million people, it is necessary to establish "Medical First Aid" associations, including first aid and urgent aid stations, air ambulances and medical first aid hospitals for adults and children.

A priority direction for the development of Soviet health care is the utmost improvement of the protection of mothers and children. It is necessary to have a basic restructuring of the work of the out-patient and polyclinic institutions for women and children, of the maternity centers and childrens hospitals, to increase the level of their prevention activities and to strengthen the propaganda for a healthy way of life. In order to ensure the prevention of diseases and to increase the level of health of the up-and-coming generation, there must be improvement of the system of medical aid for women and children based on the organization of unified obstetric-therapeutic-pediatric districts.

By 1995, all the children who need it should be provided with various types of sanatorium and health resort treatment, there must be expansion of the network of pioneer sanatorium camps and there should be broader use of the sanatoriums and prevention centers of the industrial and agricultural enterprises for improving the health of pregnant workers and children.

For the purpose of preventing premature births, and reducing the illness and mortality rates for new-born children, it is necessary to organize at the multisectional hospitals in the capitals of the union republics and the kray and oblast centers and cities specialized departments (wards) for pregnant women with cardiac illnesses, lung diseases, kidney disease and endocrine system disorders. The development of a network of specialized maternity centers and departments for women with pathologic pregnancies must be continued. There must be expanded use of the childrens hospitals for carrying out diagnosis and treatment of illnesses in mothers hospitalized for caring for sick children.

It is necessary to restructure the work of maternity consultation clinics on the prevention of abortions, keeping in mind the widespread introduction of modern birth control methods. There must be provision for the establishment in the union republic capitals and the kray and oblast centers of offices for pre-birth diagnosis of fetal diseases, of "Marriage and Family" consultation clinics, of medical genetics offices and of rehabilitative treatment centers

for children. It is necessary to continue the establishment in maternity centers and childrens hospitals of the conditions for joint stays by mother and child.

It is necessary to develop mobile forms of rendering emergency aid to women and children. There must be organization at large multisectional hospitals, first aid stations and urgent aid stations of specialized brigades for intensive therapy and reanimation of new-born children and premature children of an early age, for women with pathologic births and for the post-natal period. Provision must be made for the establishment of a network of daytime hospitals for children.

There must be improvement in the rendering of medical and sanitation aid to workers in the industrial sectors. It is necessary to expand the network of medical and sanitation units, sanatoriums and prevention clinics and health-improvement complexes, as well as the special departments and sections for carrying out medical, social, professional and labor rehabilitation. There must be development in the territorial municipal polyclinics of a shop service for workers of industrial enterprises which employ less than 1,000 people. In the years 1987-1990 there must be a breaking up of the shop medical sections into smaller units, until the number of people served at each of them amounts to 1,600 people.

It is necessary to increase the level of medical aid rendered in the rural areas. Taking into consideration the fact that central regional hospitals are the basic institutions for rendering skilled medical aid to the rural population, there must be a significant strengthening of their material and technical base through the construction of new hospitals and the renovation of existing ones, making widespread use of the cooperation of kolkhos, sovkhos and other enterprises' resources. There must be an increase in the number of interregional specialized hospitals, dispensaries and departments, ensuring the needs of the rural population for specialized aid are met.

It is necessary to achieve a further strengthening of district hospitals, to improve their material and technical base, to expand the practice of using them as departments of the central regional hospitals and also using them for the organization of social aid to single and aged inhabitants. It is necessary to enhance the role of the obstetric and surgical stations in carrying out preventive measures in rural areas.

There must be development of mobile types of medical aid: out-patient medical clinics, clinical diagnostics laboratories, fluorographic, stomatological and other units. It is necessary by 1990 to complete the organization in each region of first aid and urgent aid stations (departments), staffing them with medical personnel.

It is necessary to enhance the role of the oblast hospitals as consultation, diagnostic and treatment centers and to broaden the use of large specialized and multisectional hospitals and also diagnostic centers in the cities for the rendering of highly skilled medical aid to the rural population.

There must be a striving to persistently reduce the sickness rate with the

temporary and steady loss of the workers' ability to work based on the improvement of the protection of labor and safety procedures, the carrying out of health-improvement measures and the increasing of the quality of medical aid and medical expertise.

A necessary condition for the further increasing of the quality of medical aid and for reducing the sickness and mortality rates of the public is the development and strengthening of specialized aid. To do this, it is necessary to establish a network of national, republic and interoblast (regional) centers with departments and branches for microsurgery, electrocardial stimulation, the production of prosthetic limbs, organ transplants, skin grafts, cardiovascular surgery, the treatment of those afflicted with chronic renal inadequacy and other forms of specialized aid.

In the 12th 5-Year Plan, the establishment of cardiological dispensaries in all republic, kray and oblast centers must be completed, along with the expansion of the number of cardiological offices in polyclinics, the departments in hospitals and the specialized brigades for medical first aid.

It is necessary to ensure the effective treatment of cancer patients, paying special attention to the early detection of malignant neoplasms using modern methods of diagnosis. During the planning of cancer aid, the special features of the propagation and prediction of individual types of cancers according to regions must be taken into consideration. In all the union republics, cancer centers must be established and the construction of cancer dispensaries and radiology buildings must be expanded. Such institutions must be equipped with modern diagnostic and treatment equipment and they must be assured of a supply of radioisotopes and medicines in order to reduce the sickness and mortality rates of the public due to the individual forms of malignant neoplasms.

It is necessary to increase the level of surgical aid and to develop and strengthen cardiosurgical, vascular, orthopedic, trauma, neurosurgical, urological proctological, burn and other specialized departments. The more effective treatment of those afflicted with acute surgical diseases and traumas must be ensured, along with the significant broadening of the use of microsurgical methods and dialysis, and there must be a more active introduction of organtransplants and skin grafts and new methods of timely intervention.

There must be a basic improvement in the rendering of stomatological aid to the public, and first of all to children, and in the 13th 5-Year Plan, the complete satisfaction of its needs in all its forms. The network of stomatological polyclinics, departments and offices must be expanded. For the purpose of preventing diseases of the mouth cavity, work must be organized everywhere for the cultivation of hygienic habits and the continuous operation of the fluoridation units at the waterworks. Provision must be made for the production of fluoridated salt and for increasing the production of fluoride-bearing and other preventive toothpastes. Modern methods for making dentures must be introduced into practice.

Improvements need to be made in the prevention of eye diseases, particularly myopia and optic injuries, and new methods and organizational forms for early

detection and treatment of cataracts and glaucoma need to be introduced. It is necessary to develop the interregional ophthalmologic departments. Active use must be made of the experience accumulated by the leading scientific research and treatment institutions on the further improvement of rendering medical aid to patients with eye diseases. The introduction into practice of timely microsurgical intervention and laser technology must be broadened.

Modern methods of microanalysis for the early diagnosis of allergies and immunodeficiency diseases need to be exploited and allergological offices and immunological laboratories need to be organized in each republic, kray and oblast.

Measures need to be implemented for the prevention of the most widespread nervous system and mental disorders. It is necessary to continue the organization of and improve the work of departments for patients with acute disruptions of the cerebral blood circulation. In the large cities, rehabilitative treatment centers for labor and social rehabilitation of persons with diseases of the vessels of the brain and the peripheral nervous system need to be established. The network of psychoneurological dispensaries, hospitals and their departments in the rural areas need to be expanded, along with half-way houses with treatment and work shops. It is necessary to organize at industrial and agricultural enterprises the necessary number of special sections for social and labor rehabilitation of patients with mental disorders.

A basic improvement must be ensured in the work on early detection and effective treatment of persons suffering from alcoholism and drug addiction. It is necessary to complete by 1990 the formation of a network of narcological dispensaries and offices, as well as departments at industrial, construction and agricultural production enterprises and to staff them with skilled personnel. Self-supporting narcological out-patient clinics and offices for anonymous treatment need to be established.

It is necessary to strengthen and develop specialized types of therapeutic aid: pulmonological, gastroenterological, endocrinological, hematological and others.

There must be a substantial increase in the level of medical aid to elderly and senile persons and an integral system of gerontological services must be organized in the country.

3. THE TRAINING, EDUCATION AND ORGANIZATION OF LABOR OF THE MEDICAL PERSONNEL--AT THE LEVEL OF CONTEMPORARY REQUIREMENTS.

The successful solution of the problems confronting the health care service, to a significant degree, depends on the competency of the medical and pharmaceutical workers, their professionalism, their ideological and moral make-up and their devotion to everything advanced and progressive, and on the striving to restructure their own activities in order to attain the high-level final results.

The doctor has been entrusted with the most important of things--the lives and

the health of the Soviet people. Humaneness and nobleness, selflessness and charity, the ability to dedicate oneself completely to the interests of the sick, and the constant improvement of skills—for the doctor are not simply personal virtues deserving respect, but qualities which determine his professional and civil maturity. The Soviet doctor is the bearer of the most advanced communist outlook. Inherent in him should be a high degree of ideological conviction, a sense of duty to the socialist society and the consciousness of the social importance of his own profession.

In our country, the doctors' labor is highly valued by the people, enjoys deserved prestige and trust and the overwhelming majority of them fulfill their civil and professional duty honestly and conscientiously. It is necessary to increase the prestige of the medical workers even further and to establish the conditions for high-quality and creative work and to cultivate among the public a feeling of deep respect for their labor.

The restructuring of the health care service and the enhancement of its role in the life of Soviet society make new demands of the preparation and training of the medical personnel and the organization of their work.

THE HIGH QUALITY OF THE PREPARATION AND THE RAISING OF THE SKILL LEVEL OF THE HEALTH CARE SPECIALISTS BASED ON THE ACHIEVEMENTS OF SCIENTIFIC AND TECHNICAL PROGRESS, THE ACCELERATION OF THE INTRODUCTION INTO PRACTICE OF THE LATEST METHODS FOR THE PREVENTION, DIAGNOSIS AND TREATMENT OF DISEASES AND THE CULTIVATION OF ALLEGIANCE TO THE OATH OF THE DOCTOR OF THE SOVIET UNION ARE THE MAIN TASKS OF MEDICAL EDUCATION.

For this purpose, it is necessary to improve the system for selection professionally oriented young people for the higher medical education institutions. Recruitment for the VUZ's needs to be carried out among persons with a period of service in the treatment and prevention institutions, as well as reservists who have a calling to the profession of doctor. There must be expansion of training of students in interschool medical work-study combines, and use of their labor in the treatment and prevention institutions to care for the sick. It is necessary to spread to them and also to the teaching and education personnel of the medical and pharmaceutical VUZ's and the scientific research institutes (laboratory assistants, assistants and others) the conditions for acceptance into these VUZ's, which have been established for persons with work experience in practical health care. In the 12th 5-Year Plan, it is necessary to complete the organization of preparatory departments at all the medical and pharmaceutical institutions, to expand the special purpose form for training health care workers and to list the quotas for acceptance into the higher and secondary educational institutions in conformity with the scientifically based need for personnel.

In order to improve the training of doctors, it is necessary to review the study plans, the content of the teaching of medical, biological and clinical disciplines, the organization of the practical training, and the system for monitoring the students' skills, having brought the instruction as close as possible to the requirements of practical health care. It is necessary to make provision for increasing the volume of professional training for the future doctors and the much earlier study of the clinical disciplines

according to unified programs; the change in the correlation between the various types of studies in favor of the students' independent work and their mastery of practical skills, including the study of contemporary and future medical technology; the curtailment of multi-subject study through the joining and consolidation of related study courses; the strengthening of the professional trend in the teaching of social sciences in the medical VUZ's; the introduction in the second-level and fifth-level courses of transfer state examinations with certification of the students.

It is necessary to increase the exactingness towards the quality of the students' skills. In the student collectives, the conditions for creative promotion and competition in the mastery of skills must be established. Starting with the 1988/89 school year, it is necessary to introduce the graduated certification of the students' practical skills. There must be a resolute removal already in the junior-level courses of students with an irresponsible attitude towards the studies.

The final stage in the training of doctors and pharmacists needs to be carried out directly in modern institutions equipped with the latest medical equipment. It is necessary to increase the effectiveness of the residency and internship programs, guiding the young specialists to a profound mastery of the skills and practices in accordance with their chosen specialty.

It is necessary to establish the organizational conditions which facilitate the integration of the higher medical and pharmaceutical education, practical health care and science. The joining of the medical science institutes and VUZ's with the large hospitals must be organized and the placement of section chairs must be based on the scientific research institutions.

Starting with the 1988/89 school year, it is necessary to develop and put into effect standard regulations regarding the treatment and prevention and other institutions used for the training of specialists, for the conducting of student practice, internships and the probationary work of graduating students.

There must be an increase in the importance of and improvement in the organization of state examinations. The individual requirements for theoretical and practical preparation of the VUZ's' graduating students must be ensured. It is necessary to conduct a complete certification of the students' readiness for independent professional activities as a condition for access to the state examinations. The make-up of the state examination commissions must include practicing representatives of the health care service. These commissions must be granted the right to resolve the question of the VUZ's' graduating students' appropriation of the qualification of secondary medical workers in the event they fail the state examinations. Provision must be made for awarding them their doctorates after they have worked for a year at an assigned position with the stipulation that they pass a second set of state examinations.

An important role in the basic improvement of medical aid to the public belongs to the secondary and junior medical workers. The doctor's assistant, the nurse, the pharmacist and the hospital attendants are not simply the

doctor's primary assistants, they are the supporting link of the health care service. The profession of a secondary medical worker requires the precise fulfillment of the medical assignments, the power of observation, resourcefulness in difficult situations, and feelings of compassion, sympathy and charity.

The complexity of modern methods of diagnosis and treatment requires increasing the quality of the preparation of specialists with a secondary medical or pharmaceutical education. In connection with this, it is necessary to review the study plans and programs of the schools, to increase in them the volume of industrial practice and training in the ways and methods of working with modern equipment, technology, and the means for small-scale mechanization. It is necessary to eliminate the existing disproportion in the preparation of specialists with secondary and higher medical educations.

The level of the young specialists' skills is determined, first and foremost, by the qualifications of the staff of professors and instructors. The most important task is the improvement of the work on the selection of, the use of and the organization of the labor of the teaching personnel. In order to raise their professional level, it is necessary to have them work for a probationary period in the country's leading science centers and clinics. There must be a broader involvement of the leading scientists, specialists and organizers of the health care service in the education of the students and pupils.

In the years 1988 through 1990, it is necessary to conduct certification of the medical and pharmaceutical institutes, in the course of which the question of the change of category and the curtailment of acceptance to the individual departments and the closure of individual VUZ's must be resolved.

It is necessary to introduce into practice the conducting of competition for the establishment of textbooks for the students and pupils and to increase the number of copies until needs are completely satisfied. The systematic production in sufficient quantities of reference works and encyclopedias must be ensured. In the 12th 5-Year Plan, it is necessary to publish special encyclopedias for the doctors of the out-patient and polyclinic link and for secondary medical personnel. Over the period from 1993 through 2000, the production of a new edition of the Large Medical Encyclopedia needs to be accomplished.

There must be a restructuring of the system for additional training and increasing the skills of the medical personnel. Effective measures must be adopted for the further development of institutes and departments for advanced training of doctors. The attention of the staff of professors and instructors needs to be concentrated on the introduction of aggressive methods of instruction, of the progressive methods of operation of the health care organs and institutions and of new scientific developments. There must be an increase in the number of specialists with higher and secondary medical educations, aimed at increasing the skills, first of all of the workers of the primary unit of the health care service, the childrens' and obstetric institutions.

It is necessary to increase the interest of specialists in the continuous supplementation and renewal of skills, placing their professional growth and wages in direct relationship to the results of increasing skills and professional competence. Broader use must be made for these purposes of the periodic certification of medical workers, which should be the basis for the evaluation of their professional training, of the results of their work and observance of labor and performance discipline, of their moral and ethical qualities and their ideological and political maturity. It is necessary to introduce a competitive system for giving qualified categories with widespread discussion of the candidates in the labor collectives. There must be reinforcement of the responsibility of the administrators and chief specialists of the health care organs and institutions for the quality of the certification, a rooting out of formalism during its conduct and the ensurance of widespread openness in the work of the certification commissions.

An uncompromising struggle must be declared against all the negative manifestations in health care and against the persons who tolerate irresponsible actions and abuse of official position and who discredit the high calling of the medical worker. It is necessary to settle the question of a legal nature, which make it possible to deprive these people of their doctoral degree.

There must be elimination of the disproportion in the supplying of personnel to the individual regions of the country and the most important health care section must be staffed: childrens' and obstetric institutions, polyclinics, first aid and urgent medical aid stations and departments, and hospitals and out-patient clinics in rural regions. For the purposes of securing medical workers, it is necessary to establish for them the needed work and housing conditions and to grant the fullest measure of the legally established advantages and privileges. There must be broader use of the forms of moral and material stimulation for high indices in work and the active introduction into practice of the achievements of science and technology.

The work on the further improvement of the preparation of administrative personnel for all the units of the health care service must be continued. Their business skills must be systematically increased so that they will thoroughly master the basics of the administration and the economic system of the health care service, will establish in the collectives the conditions for a high degree of exactingness and favorable conditions for the fulfillment of professional duty, and will stimulate initiative, learning and socialist competition. It is necessary to ensure the preparation of an effective reserve of administrative personnel.

For the purposes of raising the level of the ideological and educational work among the medical workers and of the propaganda about progressive methods and the introduction into the practice of the health care service of new methods of prevention, diagnosis and treatment, it is necessary to increase the frequency of publication of the MEDICAL NEWS.

There must be improvement in the labor, domestic and relaxation conditions of the medical workers. It is necessary to organize in treatment and prevention institutions sanitation and personal facilities, dining rooms, snack bars and

service centers. There must be development of a network of housing construction cooperatives, sanatoriums and clinics, recreation centers and pioneer camps. It is necessary to increase the number of accommodations for sanatorium and health resort treatment and recreation.

The health care workers have been called upon to establish in every labor collective an atmosphere of creative activity, to search for new means for improving the business of protecting the health of the Soviet people and to unite the efforts of doctors from all countries in the struggle against the threat of thermonuclear war.

4. A MORE ACTIVE DEVELOPMENT OF MEDICAL SCIENCE AND THE BROADER USE OF ITS ACHIEVEMENTS IN HEALTH CARE PRACTICE.

Medical science plays a leading role in the strengthening of the public's health, in the establishment of principally new means and methods for rendering medical aid and in the molding and strengthening of a healthy way of life for the Soviet people.

Soviet medical science has earned lasting prestige in the world. Its achievements are ponderable and universally recognized. However, the critical and revolutionary period which our society is experiencing is also presenting it with new demands. The potential of our domestic medical science is still not being fully used for the solution of the most important problem--the strengthening of the health of the people and the prolongation of their active life. Little is being accomplished in the large and complex research associated with the cardinal problems of health care. The quality of a lot of the scientific research work remains at a low level. A lag has been noted in the field of fundamental research on immunology, genetics, biotechnology, transplants, hematology, stomatology and pharmacology. The achievements of Soviet science are slowly being put into effect in medical practice.

The lag in medical science has also be caused by formalism in the planning and financing of scientific work, the lack of a social order for the research being conducted and by a low degree of exactingness with respect to the quality of the final results of scientific developments. The methodological, scientific and technical level of the work of many collectives does not correspond to the achievements of world medical science. The network and structure of scientific research institutes do not provide for the conducting of full-size scientific research at a contemporary level.

The achievements of world medicine and the experience of the intensively developing sectors of the country's national economy show that the timely and widespread introduction of new methods and means for prevention, diagnosis and treatment into the practice of the health care service can ben ensured onty by means of the establishment of specialized subdivisions with highly skilled personnel and material stimulation of the introduction process.

All this requires a basic restructuring of the management of medical science, of the planning and organization of scientific activities and the attaching of a specific, purposeful and aggressive nature to these processes. It is necessary to conduct research work in conformity with the social orders of the

health care service. The efforts of the scientists must be concentrated on the basic fundamental directions of medico-biological, clinical and biological research, the results of which should lead to a radical solution of the problems of practical health care and, first of all, to the disclosure of the causes of illnesses for the purpose of their prevention, early diagnosis and treatment. The primary tasks of science must be considered to be the study of medico-social problems and the analysis of the state and dynamics of the public's health in connection with the demographic displacements, which are changed by the conditions of production and the environment and by the migration processes. Special attention must be paid to the protection of the health of mothers and children and the prevention of cardiovascular, cancer, nervous and mental, endocrine, infectious, hematological, allergic, and stomatological diseases.

It is necessary to concentrate efforts on scientific research in the field of genetic engineering and biotechnology, on the development of modern instruments and automated systems and of methods for remote and automated monitoring of the environment. There must be a promotion of the development of new principles of organization and management for scientific institutions, the realization of the achievements of scientific and technical progress and the establishment of modern data retrieval systems. On all of these most important directions, it is necessary to concentrate the efforts not only of specialists in the field of medicine, but also those of sociologists, demographers, mathematicians and representatives of the other sectors of science and technology.

THE USSR ACADEMY OF MEDICAL SCIENCES SHOULD BECOME A GENUINE HEADQUARTERS FOR THE ADMINISTRATION AND PLANNING OF ALL MEDICAL SCIENCE IN THE COUNTRY AND SHOULD STRUCTURE ITS OWN ACTIVITIES IN THE CLOSEST OF CONTACTS WITH THE USSR ACADEMY OF SCIENCES AND THE SCIENTIFIC RESEARCH INSTITUTES OF THE OTHER SECTORS OF THE NATIONAL ECONOMY. One of the most important tasks of the USSR Academy of Medical Sciences is considered to be the significant increasing of the effectiveness of the work of each scientific collective and associate and the reinforcement of their responsibility for the theoretical and practical value of scientific developments.

The USSR Ministry of Health and the health ministries of the union republics need to ensure the formation of a social order for science, the intensification of the use of scientific potential and the efficient organization of the broad-scale introduction into practice of the results of scientific research work and progressive methods. There must be a significant expansion of the volume of and an increase in the quality of the scientific research conducted in the VUZ's and institutes for advanced training for doctors and measures must be adopted for strengthening the connection between sectorial and VUZ science and practical health care.

The USSR Ministry of Health and the USSR Academy of Medical Sciences need to enhance the role of expert opinion in the evaluation of the planned and finished scientific developments and to improve the sector's information and patent and license service.

For the purpose of intensification of the increase in the success rate of

scientific research work, the USSR Ministry of Health jointly with the USSR Academy of Medical Sciences needs to review in the years 1987-1988 the network of scientific research institutions, to do away with the institutes that are fruitless in the scientific sense and use the released personnel and material and financial resources for the more urgent scientific directions.

It is necessary to increase the interest of the scientific workers in the acceleration of the developments of scientific research and their introduction into practice, differentiating the worker's wages in relation to his specific contribution to the achievement of the final result. The administrators of the scientific institutions need to be granted the right during the expansion of the volume of completed work to establish wage bonuses for the engineering and technical workers, the laboratory assistants and the service personnel.

Due to the intensification of the work of the scientific institutions, it is necessary to expand the practice of concluding contracts for the completion of additional research having important practical significance on a self-supporting basis. The assets received from the customer need to be directed at strengthening the material base of these institutions, at providing additional labor incentives and improvement of the workers' social and domestic conditions.

There must be expansion of the right of the administrators of the main scientific research institutions to manage subordinated institutions and chairs, to plan scientific research work, to train and certify scientific personnel and to make rational use of and distribute financial and material resources. It is considered advisable to organize experiments at the science centers and main scientific research institutes.

The USSR Academy of Medical Sciences, with the participation of the USSR Academy of Sciences, the USSR Ministry of the Chemical Industry, and other ministries and departments, needs to establish intersectorial scientific and technical complexes, primarily for the development and industrial production of high-quality chemical and biological reagents and effective medicines.

It is necessary to broaden the use of the organization of science centers, scientific and practical applications (production) associations, intersectorial scientific and technical complexes and temporary scientific collectives for the comprehensive elaboration of urgent problems and for intensification of the introduction of the research results into practice.

The USSR Gossnab, the USSR State Committee for Science and Technology and the machine building ministries need to provide the health care service's scientific institutions with domestic instruments and devices which correspond to the best world models.

It is necessary to increase the success rate of research in the field of social hygiene and the organization of health care, to analyze thoroughly the trends in the state of the public's health and to predict the level of the sickness rate.

There must be implementation of measures for the further improvement of the

training of scientific and science teaching personnel and tireless improvement of the ideological, educational and methodological work, paying paramount attention to the formation of the high professional and moral qualities of the scholars.

It is necessary to ensure the development of a system for medical and medical technology information. There must be a restructuring of the propaganda on the achievements of Soviet medical science and public health care by means of the mass media, attaching to it an active and aggressive nature.

The USSR Ministry of Health and the USSR Academy of Medical Sciences need to develop international cooperation in the field of medical science, first of all with the socialist countries, to expand the exchange of scientific information and to introduce more expeditiously the most valuable developments into practice. International scientific and science and practical applications associations need to be established.

5. THE NECESSARY MATERIAL AND TECHNICAL PROVISIONING FOR THE PROTECTION OF HEALTH.

The new tasks in the field of protection of the health of the Soviet people, advanced by the party and the government, require the substantial strengthening of the health care institutions' material and technical base, equipping them with modern technical resources and supplies of medicines. This work should become an organic part of the realization of the directives of the 27th CPSU Congress, aimed at the development and strengthening of the material and technical base of the social and cultural spheres.

At the present time, 23,000 hospitals and 39,000 out-patient and polyclinic institutions are rendering medical aid to the public.

At the same time, nearly a third of the sick beds has been placed in violation of established sanitation and hygiene standards in unsuitable buildings. Many treatment and prevention institutions have been poorly supplied with medical equipment, medications, inventory and patient-care products.

For the purpose of a basic improvement in the material base of the health care institutions, in the 12th and 13th 5-Year plans, there must be a substantial increase in capital investments intended for their construction. It is necessary to increase the specific capital investments for the construction of hospitals and polyclinics by a factor of 2 to 2.5, at the same time raising the share of resources aimed at equipping newly commissioned projects with modern medical equipment to 40 percent. There must be a resolute change in the pattern of the allotted capital investments, directing them in the first instance to the renovation and the technical re-equipping and bringing up to established sanitation standards of the treatment and prevention institutions located in unsuitable buildings. Using all the sources of financing, it is necessary to commission hospitals for 1.3 to 1.4 million beds and polyclinics for 2.9 to 3.2 million visits per shift. It is necessary to construct health care facilities exclusively in accordance with the new model and individual plans developed taking into account the achievements and prospects of scientific and technical progress and providing the best conditions for the treatment of patients and the effective work of the personnel.

It is necessary to carry out at accelerated rates the construction of maternity centers, maternity consultation clinics, childrens' hospitals and polyclinics, directing for these purposes no less than 40 percent of the allotted capital investments. By 1955, there must be complete satisfaction of the public's needs for obstetric and childrens' treatment and prevention clinics, and by the year 2000 the needs for hospitals and out-patient and polyclinic institutions. At the same time, it is necessary to ensure the conditions for their high-quality operation.

For the construction and technical re-equipping of treatment and prevention institutions, there must be broader use of the capabilities and resources of industrial, transport and agricultural enterprises and organizations and also of the voluntary dues of the labor collectives and citizens which are received by the Soviet Health Fund.

It is necessary to establish at the republic, kray and oblast treatment and prevention institutions and, first of all, at the consultation and diagnostic centers boarding accommodations on a self-supporting basis for temporary stays by patients and persons accompanying them.

For the purpose of substantially improving the health-improvement work among the municipal and rural workers, it is recommended that the labor collectives of the enterprises and farms establish in the 12th and 13th 5-year plans, medical and sanitation units and sanatoriums and prevention centers and also develop a network of health-improvement complexes and special shops and sections for conducting medical, social, professional and labor rehabilitation of workers.

During construction, broader use should be made of the practice of utilizing the resources of several enterprises or organizations.

At the request of the labor collectives, the constructed medical and sanitation units should be transferred to the balance sheet of the enterprises and organizations, giving them financing and support.

There must be a substantial improvement in the rendering of medical aid to the rural population. It is necessary to continue the practice of constructing medical out-patient clinics in the complex with the drug stores and apartments for the medical and pharmaceutical workers. In the 12th through the 13th 5-Year plans, it is necessary to build more than 14,000 such complexes.

There must be a cardinal strengthening of the material and technical base of the dispensaries, the sanitation and epidemiology stations and other health care institutions, as well as scientific research institutes, higher and secondary medical education institutions and institutes for advanced training for doctors.

Through new construction and the allotment by the ispolkoms of the local soviets of additional facilities, in the 13th 5-Year Plan it will be necessary to solve universally the questions on the establishment of an appropriate

material base of self-supporting polyclinics. By the end of the year 2000, the volume of paid medical services rendered to the public will be increased by a factor of 5.

The councils of ministers of the union republics and the USSR ministries and departments need to ensure the high quality of construction and the unconditional exploitation of the allotted appropriations. During the planning of the health care projects, it is necessary to provide for the construction of houses so that no less than 25 percent of the workers would be provided with departmental living space.

For the purposes of the timely and high-quality repair of health care institutions, in the 12th through the 14th 5-Year plans it is necessary to establish in the capitals of the union and autonomous republics and in the city and district centers specialized repair and construction organizations subordinate to the local health care organs.

For the complete and timely satisfaction of the needs of the public and the treatment and prevention institutions for medications and medical articles, it is necessary to increase the production of modern medications, with the intention of ensuring by 1995 the complete satisfaction of the needs for all kinds of domestic medicines. By 1995, the volume of sales of medications and medical articles needs to be increased by a factor of 2.

It is necessary to review the list of medicines and to steadfastly curtail the production of minimally effective preparations, using the released capacities and resources for the production of new medications. Their distribution to the individual regions of the country must be ensured, taking into account the size of the population and the actual need.

There must be expansion of the network of drug stores and strengthening of their material base. By the year 2000, the number of drugstores needs to be brought up to the established standards.

It is necessary to increase in the 12th and 13th 5-Year plans the monetary standards for expenditures for the purchase of medications for the hospitals correspondingly by a factor of 1.8 to 2.2, for the polyclinics by a factor of 2 to 3, and for the feeding of the patients in the hospitals by a factor of 1.5 to 2.5. Provision must be made for the further expansion of the list of diseases during whose treatment the medications are supplied free of charge.

There must be a re-equipping of the health care institutions with modern medical equipment, devices and instruments, and first of all, with x-ray units, computer tomographs, ultrasound, electronic and endoscopic equipment, laboratory analyzers, systems for continuous monitoring of patients, computer equipment and the means for small-scale mechanization. Special attention must be turned to the equipping of the established consultation and diagnostic centers and also the obstetric and childrens' treatment and prevention institutions.

It is necessary to increase the production and delivery of medical equipment in the 13th 5-Year plan by a factor of 2.5 and in the 14th by a factor of 3.5.

There must be broader involvement for its manufacture on the part of the enterprises of the defense sectors of industry. By 1992, the production of medical articles for one-time use and patient-care products in the needed quantities must be ensured.

The responsibility of the administrators of the health care institutions, including the scientific research institutes, for the proper and effective use of the technical resources and equipment must be increased. The material base must be strengthened and the organizations of the USSR Ministry of Health's system must be staffed with skilled engineering and technical personnel, ensuring the supply of medical equipment and also its installation and repair.

It is necessary to organize on contract bases for company servicing and the timely repair of complex medical equipment by the manufacturing plants.

In the technical re-equipping and medicinal supplying of health care institutions, maximum use must be made of the opportunities for cooperation by the CEMA countries. It is necessary to establish joint enterprises with foreign firms for the production of medical equipment and medicines.

In the 14th 5-Year Plan there must be complete satisfaction of the health care institutions' needs for ambulances. It is necessary to develop qualitatively new specialized means of automotive, air and river transportation for first aid and urgent medical aid and lifesaving transportation of patients. There must be expansion of the fleet of cross-country vehicles and also of mobile means for rendering specialized diagnostic, treatment and medicinal aid to the rural population.

District doctors of the territorial polyclinics must be granted the right to acquire for personal use at favorable terms small-engine compact cars, with the intention of using them for serving the sick at home.

It is necessary to improve the equipping of treatment and prevention institutions with (myagkiy) inventory and furniture. By 1995 there must be an increase in comparison with 1986 in the appropriations for their acquisition by a factor of 2 and by the year 2000 by a factor of 2.8.

In the 12th and 13th 5-Year plans, the needs of the health care service for disinfectants, bandages and other medical articles must be ensured completely.

The implementation of the intended measures for the strengthening of the material and technical base will require a significant increase in financial and material resources. For this purpose it is necessary to make provision in the state plans for the country's economic and social development for a substantial increase in the assets directed towards the development of health care and ensuring the solution of tasks that have been set up.

THE USSR MINISTRIES AND DEPARTMENTS, PARTY, SOVIET, TRADE UNION AND KOMSOMOL ORGANIZATIONS NEED TO CONSIDER THE FULFILLMENT OF THE ESTABLISHED TASKS FOR THE EXPLOITATION AND STRENGTHENING OF THE MATERIAL BASE OF THE HEALTH CARE INSTITUTIONS A MATTER OF PARAMOUNT POLITICAL IMPORTANCE.

6. IMPROVING THE MANAGEMENT OF HEALTH CARE.

The intensive development of health care and the provision of highly skilled medical aid to the public urgently require a basic improvement in the management, planning and financing of this sector on the basis of the expansion of the democratic principles and the development of self-management and the more complete use of self-supporting operations.

Under contemporary conditions, attention must be paid to:

the development and realization of the special purpose and multi-purpose medical and social programs--the most rational form for the long-term planning of health care;

the implementation of special sectorial and regional "Health" programs, aimed at the acceleration of the medical and social development of both the labor collectives and the individual regions of the country;

the concentration of financial, material, scientific and labor resources on the priority directions for the development of health care;

the ensurance of the qualitative transformation of the work of the health care institutions and the basic renewal of their material and technical base;

the transition to the planning and evaluation of the activities of the health care organs and institutions not according to "beds" and "polyclinic visits" but according to the indices which reflect the state of the public's health, including the level of common and infectious disease sickness rates, temporary disabilities, the disablement rate, mortality, sanitation and epidemiological well-being and other qualitative characteristics.

It is necessary to implement the financing of health care (without limits on capital investments) according to the individual republics, krais and oblasts, starting with the standards calculated based on the population and taking into account the demographic, social, economic and ecological features of a region.

For the purpose of improving the organization of the management of the matter of the protection of the public's health, it is necessary to enhance the role of the USSR Ministry of Health, the republic ministries, the kray, oblast and municipal health care departments and to expand their rights in the solution of financial, organizational and staff matters within the limits of the resources allotted to the sector. It is necessary to ensure at all levels of management the opportunity to maneuver the material, financial and personnel resources.

There must be improvement in the organization and technical equipping of the management labor and a reduction in the amount of instructional, accounting and reporting materials. Duplication, formalism and bureaucratism in the work of the sector's organs and institutions need to be resolutely eliminated.

THE PARAMOUNT TASK OF THE ADMINISTRATIVE ORGANS OF HEALTH CARE MUST BE CONSIDERED TO BE THE MOST RAPID INVESTIGATION OF THE CONDITION OF THE WORK OF

EACH MEDICAL INSTITUTION AND THE COMPETENT AND OBJECTIVE EVALUATION OF ITS POSSIBILITIES, PLACE AND ROLE IN THE OVER-ALL STRUCTURE OF THE REGION'S ECONOMIC AND SOCIAL DEVELOPMENT AND THE OUTLINING OF SPECIFIC MEASURES WHICH DERIVE FROM THE RESTRUCTURING OF THE ENTIRE HEALTH CARE SYSTEM.

It is necessary to transfer the center of gravity of all the work on the rendering of medical aid to the public to the out-patient and polyclinic unit and to pre-hospitalization diagnosis. In the years 1988 through 1991, it is necessary to carry out in a number of the country's regions a large-scale experiment on the development of new forms of management, planning and financing for health care institutions.

In order to increase the level of management and to improve the methodical work, it is necessary to strengthen the kray, oblast and municipal health care departments of the ispolkoms of the soviets through the management of the regional departments in cities with a population of up to 500,000 people. In rural areas, it is necessary to reinforce the organizing role of the central regional hospitals and the established interregional specialized centers. The responsibility of the republic, kray, and oblast hospitals and dispensaries and also of the chief specialists of the health care organs for the development of specialized forms of medical aid and the improvement of the quality of medical aid must be increased.

It is necessary to ensure the scientific validity of the long-term predictions and the long-term and current planning of the development of various types of medical aid and the needs for medicines and medical equipment based on taking into account the special features of the demographic processes, the social and economic development of the country's regions and their ecological and other characteristics.

In each region standards need to be developed to ensure medical aid to the public, as well as rational plans for the development and disposition of a network of health care institutions.

The planning and evaluation of the activities of the organizations which supply the public and the health care institutions with medicines and medical equipment must be implemented in accordance with the indices which characterize the timeliness and completeness of the satisfaction of the need for these items.

For the purpose of ensuring a high level of massive diagnostic examination of the public (computer tomography, ultrasound and endoscopic examination and so on), it is necessary to establish by the end of the 12th 5-Year Plan 25 diagnostic centers, and in the 13th 5-Year Plan—in every republic, kray and oblast center.

A network of intersectorial medico-technical complexes needs to be established for the most rapid introduction of the latest medical technologies, the exploitation of the production and application of unique treatment and diagnostic equipment and the training of highly skilled personnel for their development and exploitation.

It is necessary to improve the economic mechanism in the sector, to reinforce its stimulating role in the intensification of the work of the health care organs and institutions and the improvement of the quality of the medical aid rendered to the public. The rights of the administrators of the health care institutions in matters of planning and the use of financial and material resources need to be expanded.

The further differentiation of the wages and the stimulation of the labor of the medical personnel needs to be ensured and its relationship to the complexity, intensity and quality of the work and the achievement of the best final results needs to be reinforced. It is necessary to introduce the brigade forms of organization and wages for technical, secondary and junior medical personnel.

For expedient maneuvering and the carrying out of urgent measures, the health care organs need to be permitted to form reserves of monetary assets on the scope of up to 5 percent of the appropriations allotted for the support of the medical institutions.

In order to improve the protection of health, continuity in the rendering of medical aid to patients and the unification of medical documentation and records, it is necessary to introduce for each citizen of the USSR a "Health Certificate." Doctors need to be freed from functions not usual for them, concentrating their efforts only on the direct work associated with the rendering of medical aid to the public.

For the purpose of increasing responsibility for improving labor and domestic conditions and for carrying out preventive and health-improvement measures, it must be established that when workers are temporarily disabled due to unfavorable production conditions, the enterprises, organizations and kolkhozes need to partially reimburse the health care organs' expenses for their treatment. In instances where the illness is caused by industrial injuries and poisons, by road and transportation accidents for which the transportation organizations and private individuals are responsible, and by food poisoning and acute intestinal infections associated with violation of the anti-epidemic routine at food sites, the health care organs and institutions and the trade union committees need to be granted the right to sue the enterprises, institutions, organizations and private individuals for reimbursement of the expenses for treating the patients.

Associations, enterprises, organizations and kolkhozes need to be permitted to conclude contracts with health care institutions regarding the granting of additional medical aid to their workers and members of their families. The rendering of such aid needs to be implemented with the consent of the workers and the trade union committee of the treatment institution beyond the established standard for the doctor's work, with payment in accordance with established procedure. Part of the assets received in accordance with the contracts needs to be directed into the incentive funds of the health care institutions.

It should be considered possible to organize at the treatment institutions on a contractual basis additional nourishment according to individual orders,

taking into account the medical indications, using the assets of the patients, their relatives and even the labor collectives.

It needs to be recommended that the AUCCTU adopt measures for the more rational use of the social insurance fund with an increase in the dimensions of that part of it which is expended for measures for the prevention of disease and the improvement of medical aid to the public.

The ispolkoms of the soviets need to implement measures for centralization of the technical and economic provisioning of the health care institutions (the providing of heating, water, elevators and so on).

In order to reinforce the effectiveness of the state sanitation inspection service, it is necessary to implement a restructuring of the management of the sanitation and epidemiology service and to improve the standard and legal bases of its activities. It is necessary to do away with the sanitation and epidemiology stations in the system of the medical service of the USSR Ministry of Civil Aviation and the USSR Ministry of Railways, transferring their functions, staffs and resources to the republic, kray and oblast sanitation and epidemiology stations of the USSR Ministry of Health's system. In cities with a population of up to 500,000 people, it is necessary to strengthen the municipal sanitation and epidemiology stations through the elimination of the regional ones.

The republic, kray and oblast Medtekhnika [medical equipment] administrations, which ensure the delivery, installation and repair of medical equipment, need to be reorganized into production and trade associations.

It is necessary to complete by 1990 the development and to implement by 1995 the introduction of (automated management systems) (AMS's) for the republic, kray and oblast health care services, large hospitals, polyclinics, medico-sanitation units and dispensaries, and also sectorial AMS's for the protection of mothers and children, the general dispensary system for the public, cardiology, cancer, medicinal supplies, the sanitation and epidemiology service and the training of personnel. There must be acceleration of the organization of computer centers and departments in the sector's organs and institutions and they must be provided with technical equipment. A unified system for scientific and medical information must be established in the nation.

The improvement of the matter of the protection and strengthening of the health of the Soviet people and the universal satisfaction of their needs for highly skilled medical aid is one of the key questions of the social policy of the party and the Soviet State and a vital requirement of the times.

The restructuring of the health care service is a large-scale state measure and an important event in the affairs of Soviet society. In the process of restructuring, it is necessary to develop all the best of what has been achieved by domestic medicine, to eliminate the barriers on the path of the further improvement of the matter of the protection of the public's health and to increase the contribution of health care to the development of the socialist society and its economic system and to the strengthening of the country's defensive capability.

In each union and autonomous republic, kray, oblast, city and region, taking into account the local peculiarities, it is necessary to develop specific plans for improving the system for protecting the public's health.

The basic measures for the restructuring of the health care service need to be implemented in stages over the course of the 12th, the 13th and the 14th 5-Year plans (the years 1987-2000).

The central committees of the union republic communist parties, the kraykoms, the obkoms, the okruzhkoms, gorkoms and raykoms of the party need to reinforce the party leaders in the matter of the protection of the public's health, to enhance the role and responsibility of the local party organizations of the health care organs and institutions for the universal provision to the public of highly skilled medical aid, for the selection and placement of personnel, for the development of democratic principles, and for the establishment in the collectives of an atmosphere of adherence to principles, creative activity, irreconcilability with shortcomings in work, and interest in high final results. The activities of the ministries and departments, soviet organs and economic managers, and trade union, komсомol and other public organizations must be directed at the immediate solution of questions associated with the protection and strengthening of the public's health.

The improvement of the health of each soviet person is a matter of the utmost importance and a humane and noble goal of the economic and social development of our society.

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GOSKOMTRUD CHAIRMAN DISCLOSES WAGE RESTRUCTURING PROBLEMS

Moscow TRUD in Russian 20 Jun 87 pp 1-2

[Interview with I.I. Gladkiy, chairman of the USSR State Committee for Labor and Social Problems, by Yu. Krasnopol'skiy: "Wage Restructuring"; date and place not given; first three paragraphs are TRUD introduction]

[Text] One component of the economic reform is restructuring wages and bonuses. Its intent is to put an end to wage leveling, to ensure the implementation of the principle of social justice: to each according to his labor. Introduction of new wage conditions on a new economic foundation, more specifically, by means of funds earned by the collectives themselves, opens up scope for initiative and for the creativity of working people.

How wage and bonus restructuring is being carried out, as provided for by the decree of the CPSU Central Committee, USSR Council of Ministers, and AUCCTU, entitled "On Improving the Organization of Wages and Introducing New Wage and Salary Rates for Employees of the National Economy's Production Sectors," was discussed at a conference recently organized by USSR Goskomtrud (State Committee for Labor and Social Problems) and the AUCCTU. Taking part therein were representatives from ministries and departments, as well as the central committees of sectorial labor unions and labor organs.

Many letters connected with the introduction of the new wage and salary rates have been sent to our editorial offices. The most typical questions are answered in today's issue by I.I. Gladkiy, chairman of the USSR Goskomtrud.

[Question] Nine months have gone by since the adoption of this decree by the CPSU Central Committee, the USSR Council of Ministers, and the AUCCTU. What has been accomplished during this period of time? What scope has been attained by the conversion of labor collectives to the new wage conditions?

[Answer] The ministries and departments, trade-union organs, and labor organs have conducted a great deal of explanatory work in the sectors and labor collectives. USSR Goskomtrud and the AUCCTU have adopted all the necessary normative documents, and the experience of the leading enterprises and organizations is being summarized and disseminated. Already working

under the new conditions are more than 1700 associations, enterprises, and organizations with a total number of about two million persons--workers in industry, construction, transport, and communications. They include, in particular, the AvtoVAZ Association, the production associations of Nizhnevolskansk and Kiev Elektronmash imeni V.I. Lenin, and several other large associations. More than 100 construction trusts, 11 railroads and two subway systems, about 200 enterprises of Belorussia's Ministry of Communications, and others are working under the new conditions. According to preliminary data, the collectives of 14,700 associations, enterprises, and organizations will make the transition to the new wage conditions before the year's end.

Is this a great deal or too little? It's difficult to give a simple answer. It's difficult to give a simple answer. Of course, restructuring requires active and decisive deeds, and conversion to the new wage conditions should stimulate the qualitative increase of public production--the foundation of our country's economic might. And so any delays here are intolerable. Increased wages and salaries must be introduced within the time periods determined by the labor collectives--as the necessary economic and social conditions are created. And, therefore, it's in their interest to speed it up.

But we are also against overly hasty, unprepared-for decisions. As experience has shown, they are not simply inefficient--they discredit the essence of wage restructuring and the entire system of the economic mechanism in people's eyes; they give rise to false rumors and all sorts of idle talk. In the final analysis, this only slows things down. Therefore, the chief task of the labor collectives as well as the sectorial officials--and the responsibility for the efficient and correct introduction of the new wage conditions has been entrusted to them personally--consists of implementing the measures outlined by the party without undue haste, fuss, or bother, but also without procrastination or delays.

Practical experience attests to differences in the approach to this matter. For example, in the USSR Ministry of the Petroleum Industry, Ministry of the Chemical Industry, and Ministry of the Electrical Equipment Industry this work is being conducted in the most organized way. But in the USSR Gosagroprom (State Agroindustrial Committee) up to now there has been no schedule for converting agricultural enterprises to the new wage conditions. Normative documents have been accumulated in the oblast and rayon agroindustrial associations, but they have not yet been brought to the farms, where the basic work must be conducted. So what kind of restructuring can we talk about here?

(Question) Analysis of letters to our editors indicates that many workers, specialists, and even economic managers have an insufficiently precise idea of the intent and tasks of the wage reform.

(Answer) Indeed, we have encountered such instances on several occasions at various enterprises. Primarily in those places where the essence of the new approach to wage organization has not been brought to the attention of each

collective and each employee. And without this we cannot ensure a broad-based quest for reserves. We need to understand that this reform is being carried out primarily in the labor collectives themselves and in every work place.

The most widespread delusion is that conversion to the new wage conditions is identical to an ordinary raise in wages and salaries. This is far from being the case. Wages and salaries are indeed being raised. But not just by themselves. No state, no matter how developed it may be, can pay labor higher amounts if labor productivity and quality remain at previous levels: there is simply nowhere to get additional funds for this. They must first be earned, and herein lies the chief characteristic of the wage restructuring, logically stemming from the principles of restructuring our entire economic mechanism.

So who should earn these funds, and how is it to be done? Of course, the labor collectives--by means of increasing their production efficiency and accordingly increasing their contributions to the enterprises' funds, restructuring planning and administration, substantially strengthening the setting of labor norms, developing and deepening the collective forms of its organization, primarily on the basis of cost accounting and contracts.

Meanwhile, however, a number of enterprises within the system of the USSR Ministry of the Automotive Industry, instead of seeking out reserves, have been concerned with such calculations as the following: How much money to request from the state in order to make the transition to the new wage conditions. And this is in a sector which has the well-known experience of the VAZ (Volga Motor Vehicle Plant) in converting to cost accounting and self-financing. At the VAZ, let me note, they are staking their bets on internal reserves and possibilities, thereby achieving significant results.

[Question] There are many questions and complaints arriving at the editors' offices which touch upon certification and the revision of job-skill categories. Here is what was reported to us by a drivers' group of Motor Vehicle Pool 2559 from Petropavlovsk: "This is the way certification was conducted at our place: they reduced everybody's category by one or two grades and declared that the interests of restructuring required this." Similar instances were written about by a plasterers' brigade from SU [Construction Administration]-8 of the Novomoskovskpromstroy Trust, lathe-operator V. Kopeykin from the Leningrad NIltransmash, and others. What comments do you have on this?

[Answer] It's an extremely acute problem. Such exaggerated distortions, double-dyed formalism, and demagogic references to restructuring have nothing in common with genuine restructuring. Of course, every such instance must be analyzed on an individual basis. But if we are to speak about the problem as a whole, then all of us must acknowledge that the existing system of wage rates for jobs and workers is in need of renovation and even purging. Have there not indeed been instances in the past when high wage categories were

awarded indiscriminately, without carefully checking up on the level of knowledge and skills of the people involved? Don't we really have quite a few fake specialists who possess a high wage category and receive high wages but who do unskilled work? And, you know, some enterprises don't even have work corresponding to the high categories. Here we must tack the truth square in the face and introduce the most rigorous order in this matter.

But in every case the problem must be solved on an individual basis. Because, of course, what we are talking about is the destinies of people and their occupational pride. To insult someone undeservedly is something which is utterly intolerable.

I'd like to cite the following example. As a result of certification at the Grodno Motor Vehicle Transport Association, the wage categories were revised for almost 1,000 employees and the grades for 300. But not a single complaint occurred. The reason is that certification was conducted objectively and circumstances of a broad-based openness, and the people both understood and agreed with the certification commission's conclusions. By the way, the majority of these employees did not lose anything in wages but rather, after making the transition to higher rates, even gained. Moreover, an additional incentive evolved among them to achieve an even higher category and thereby even higher wages.

And here is a diametrically opposite example. The managers of Leningrad's SFT went out to their highly skilled employees an announcement stating that their positions were being eliminated, but that, as a "favor" they could be rehired, though it would be at a lower category. One can understand these people's indignation, especially when it was explained that this money was being used to raise the salaries of the managers and leading specialists of this administration. The case is unprecedented; we are now analyzing it in detail, and the most serious conclusions will be drawn.

Question: Here's what, for example, L. Kureyeva has written from Leningrad: "I'm a young specialist who was laid off as a result of a staff reduction. It was explained to me that my position was eliminated in connection with the introduction of the new wage conditions. Is that correct?"

(Answer) The fact that a position was eliminated is possible and correct. Improving the production structure and performing the work with fewer employees is one of the ways to seek out reserves for raising wages and salary rates. At the same time, however, an enterprise's management and trade union committee have an obligation to be concerned for people's job placement—above all, for organizing work on the second and third shifts, as well as for modernizing and expanding production.

Another option is likewise possible: employees who are laid off can be channeled into other enterprises, including those in the non-production sphere. Moreover, in this instance they could retain the average wage from their last place of employment during their period of training and upgrading their skills with a break from production, while those workers who undergo training without a break from production can have a supplement added to the average wage for the entire training period.

And with regard to employees who have certain privileges--young specialists, women who have very young children, and so forth. In case their positions are eliminated, they should be transferred to work at the same enterprise or, with their consent and following the procedure of an intrasectorial redistribution, at enterprises which have newly been put into operation.

[Question] One more question connected with working with fewer employees. A group of workers engaged in finishing production at the Leninabad Silk Combine is interested in how the savings in the wage fund effected under the new conditions can be utilized.

[Answer] Here it's a matter of major innovations. In collectives which have converted to the new wage conditions any combinations of occupations and positions are permitted without the need to coordinate matters with the ministry or department involved. The problem is resolved on the spot by the enterprise manager and the trade-union committee. Moreover, the entire total of wages saved remains with the collective; no contributions are made from it, nor is it subject to any deductions. The collective is the complete master of these funds; it distributes them in accordance with the labor contribution made by each employee. All limitations on the total of additional wages for holding more than one occupation or position have been completely removed; the "ceiling" is determined solely by the total funds saved which remain at the collective's disposal. We deem this to be a serious incentive to reduce labor consumption and to raise the level of production.

[Question] A group of specialists at the Kharkov Serp i molot (Hammer and Sickle) Plant have written to the editors that their salaries were simply "raised" by 15-20 rubles. No consideration was given to people's businesslike qualities or their specific contributions. That was all that "restructuring" amounted to here. . .

[Answer] Also, that's a familiar tune. Of course, that's the simplest way to go about it: give "all the sisters a pair of ear-rings each," and thereby put an end to the matter. That represents a lack of personal responsibility, wage leveling in its purest form. And those specialists acted correctly in not agreeing with it. If someone works poorly, let him lose some wages--he deserves to indeed. But if someone's contribution is substantial and significant, his wage rate should be raised in accordance with this contribution. We won't achieve anything if we are afraid to deprive a negligent employee of reward or reward a valuable employee with more of them. Previously employees were bound together by various regulations and instructions; now they have the broadest possible rights. They must be taught how to use them. This is a school which everyone, from worker to minister, must go through.

Again, for example, the problem of awarding bonuses. As you know, since January of this year a new system has been put into practice, and it affects not only those enterprises which have converted to higher wage and salary rates but everyone without exception. Collectives themselves can approve regulations on the awarding of bonuses and set up standardized material

incentive funds. The functions of the ministries are, in fact, limited to awarding bonuses only to the management officials of enterprises. So what's the bottom line? There is a system, and there are also rights. But in a number of ministries they have arbitrarily used in this very day special reporting forms for drawing up bonuses for enterprise employees-- forms which have more than 25 indicators each. Furthermore, there are a great number of visas and permits which must be received in a ministry in order to award persons bonuses that they have earned. And these are the most genuine bureaucratic obstacles, which never have helped in any way, but have merely hindered the matter at hand.

I would particularly like to say something about awarding bonuses to inventors, technologists, and industrial artists-- all those persons directly engaged in developing and introducing new equipment. For each indicator of accelerating and introducing developments which achieve a world-class level, for a substantial increase in product-quality parameters, they should also be awarded substantial bonuses-- up to as much as 11 times their annual salary rate. However, at many enterprises the old approaches still survive. Bonuses are awarded only for fulfilling the volume indicators. Here we need a decisive restructuring.

[Question] The principles of wage rates are new, but the approaches to them as we have seen, have remained the old ones to a large extent. Doesn't it seem to you, Ivan Ivanovich, that it's just not enough to pass a law, even the best one, and work out methods and recommendations?

[Answer] You've touched upon what is, perhaps, the most complex problem. Of course, it's not enough. We need to bring about a turning-point in people's psychology, but here too, of course, you cannot accomplish anything merely by good wishes and appeals. The best agitation is reality, the actual results of the work of incentives. Wage restructuring must be combined with restructuring the entire economic system-- planning, administration, technique, policy, and technology. Thus, wage restructuring is a part of the total process, but the most visible, so to speak, "sensitization part". If a collective has done good work, then here's the result-- a hike in its wages.

2384

END 18/8/147

DEMOGRAPHER DISCUSSES PROBLEM OF LOW BIRTH RATES

Moscow PRAVDA in Russian 11 Aug 87 p 3

[Article by A. Antonov, Family Social Problems Sector, USSR Academy of Sciences Sociological Research Institute: "Should Families Be Small or Large? A Reader Suggests a Topic for a Survey of Letters"; first paragraph is PRAVDA introduction]

[Text] The items published in PRAVDA devoted to the problems of families with many children--"I Have Five of Them" (24 November 1986), "Does a Large Family Have Many 'Relatives'?" (22 February), and "An Obsolete Model?" (22 April of the present year)--evoked a great deal of mail from our readers. At the editors' request, a demographer offers the following commentary on it.

In reading these letters, one is struck, first of all, by the sharp opposition between the assessments offered and by the polarization of people's opinions. Some perceive the items published by this newspaper as practically a "crusade against families with many children" (L. Belova, Donetsk Oblast), while others are indignant over the "thoughtless whipping up of the birth rate," which makes the "development of prosperity resemble a potato-sack race" (S. Sharonov, Vladivostok). Some persons defend and demonstrate the benefits to the state of having many children, while others attack this policy and demand "sober thinking" (L. Nesterenko, Lvov Oblast).... In the heat of this dispute these persons and others have not been afraid of using strong expressions.

This split in public opinion and this struggle between points of view are not accidental. The topic of a large family and the birth rate affects everyone's interests. How many children should a family have? It is not a question of arithmetic; it is inextricably bound up with many aspects of everyday life. Not even the remaining differences, including those of a socio-occupational nature, between urban and rural inhabitants as well as between white-collar and blue-collar workers are as marked as the divergences of opinion over the matter of how many children a family should have. The live styles of a family with five children and a family with one child are so strikingly different, particularly in a big city, that they are evident to all concerned. And it is not just a matter of material conditions.

Most of the responses and comments came from persons who are raising three or more children, whereas fewer responses came from families with one or two children, i.e., those with few children. Nevertheless, it was the latter group which became the "attacking" side in this dispute by correspondence. And this is understandable because it is precisely they who constitute the demographic majority in the country's population today. This very important factor must be constantly borne in mind, inasmuch as the low proportion of families with three or more children is directly determined by the present-day demographic situation, concerning which many of the letter-writers, unfortunately, have an extremely confused idea.

However, a lack of demographic knowledge is, in my opinion, a misfortune shared by the entire society. Incorrect interpretations of the facts have even appeared in the central press. One gets the impression that the precipitous decline in the birth rate, as established by the number of children born, on an average, to one woman throughout her lifetime (which in 1985 amounted to 2.40 and was just about half what it was in 1939--4.40) has not yet been reflected in public opinion. As before, attention is concentrated on the increase of the Earth's population; even though the observed increase is determined basically by the demographic situation in the developing countries, where the decrease in the death rate has outstripped the gradual decrease in the birth rate. But this population increase is all-too-often ascribed, including by certain writers of letters to PRAVDA, exclusively to a kind of "mindless multiplication" which is supposedly taking place.

In connection with this, the utterly incorrect conclusion is drawn that in our country the birth rate is "growing" in Central Asia. But while the birth rate has stabilized during the last 10 years in our country as a whole, it has steadily declined there. For example, in Tajikistan, the republic with the highest birth rate, the average number of births per woman declined from 6.81 to 5.49. Interest could also have been evinced by the following fact. The population of the four Central Asian republics, which constitutes 10 percent of the USSR's population, accounts for a third of the country's entire increase and a fifth of all births. In the six union republics (the RSFSR, the Ukrainian, Belorussian, Lithuanian, Latvian, and Estonian SSR's) the average number of births is below 2.15--the borderline for replenishing the generations. And so the simple reproduction of the population is not being achieved here. Families with a small number of children predominate among 80 percent of the USSR's inhabitants.

As special calculations have shown, it is only due to the appearance of families with six children in sequence that an increase in the country's population is ensured at the present time. However, the proportion of families with three or more children is steadily declining. According to the data from a selective study conducted by the former TsSU (Central Statistical Administration) in 1984, out of 310,000 families with children under the age of 16, kolkhoz members' families with many children accounted for 8.1 percent, while workers' and office employees' families with many children accounted for only 1.9 percent. The following must be added to this: among urban parents (and two-thirds of the country's population now live in cities) there are today twice as many with one child than with two children.

It is precisely here that I want to cite the computations made by the demographer V. Borisov, which make it clear that because of families with one child, the population would shrink to exactly half its size every 24 years, while with the average number of births equal to 1.5 (this is the actual average number of children in our big cities)--this would occur every 53 years. By the way, that is why native-born Muscovites are disappearing in Moscow and native-born Leningraders in Leningrad. The decline in the birth rate and the spread of families with few children would inexorably lead in the future to a population loss and to depopulation. Even now our demographic potential, inherited by us from preceding generations, is already being "eaten up." Moreover, just as pollution of the environment is taking place, so too, influenced by the erosion of the family, our demographic heritage is also being devastated. Because, of course, generations with few children do not leave their own children any heritage except for a negative inertia. And this means that, in order to make the transition to families with several children, to break the trend toward a declining birth rate, we need much more time than it takes to maintain the necessary population increase today.

All the more urgent becomes the problem of activating a demographic policy--merely to maintain a simple reproduction of the population (not to mention an expanded one), we need a sharp increase of families with several children--this is the only thing which will lead to a genuine rise in the birth rate. Any kind of delay in this matter brings closer the time period when the population would begin to decline in the six republics named above. In my opinion, unless additional measures are undertaken, this process will begin in 20 years.

But just how should families be distributed by number of children so as to ensure a simple reproduction of the country's population? According to the calculations made by the demographer V. Borisov, what we need for this purpose are 2 percent of families with five or more children, 14 percent with four, 35 percent with three, 35 percent with two, 10 percent with one child, and 4 percent with no children. For the sake of comparison let me cite some data from the 1979 population census. Throughout the country as a whole, among families with children under 18 years of age there was a predominance of families with one child (more than 50 percent), while families with two children accounted for less than 30 percent. In the RSFSR the proportion of single-child families reached 58 percent. According to data derived from a selective study made on families of urban workers and office employees, during 1984 the Latvian SSR had 61.6 percent families with one child, 34 percent with two children, 4.1 percent with an average number of children, and 0.3 percent with many children. Therefore, it should come as no surprise when the question "Do you have any children?" is now answered as follows, especially in cities: "Yes, I do." "How many?"--"One." And so, "One--children" [sic]. And this not only grates upon the ears but is also troublesome from the viewpoint of linguistic correctness and the sense of the matter.

Such a high proportion of single-child families--in comparison with the structure cited above--of course requires an increased proportion of families with many or an average number of children in order to ensure the reproduction of the population. And it is in this requirement that we must see science's answer to the question stormily discussed by readers: Has the large family become obsolete? One answer to this question lies in effective measures on the part of the state to aid families with many children. Although, in my opinion, we must also intensify material and moral (which is no less important) incentives to families with three or more children because of the demographic situation which has evolved. And there cannot be any sorts of embarrassment or shame in this matter. Inasmuch as the society needs families with several children, it will create the conditions for their lives to prosper.

The entire acuteness of the problem of a low birth rate lies in the disappearance among the overwhelming majority of the need to have a family with several children. It is an extremely difficult matter to change habits and to reshape them. Therefore, while there are still some people who experience the need to have three or more children, it is so important to support them. It is hardly worth considering, as certain readers suppose, that there are some spouses who would have children simply because they could thereby count on support by the society. Fortunately, the nature of human needs is such that if a person wants something strongly enough, he will put this above everything else and strive to achieve the thing desired in spite of any and all inconveniences.

In general, having children is economically unprofitable; each child decreases the per capita income. Nevertheless, children are born in spite of utilitarian considerations. This certainly does not mean that the material conditions of life are completely ignored. They are taken into consideration, but different people view them in different ways. If, for example, having three children seems like a valuable thing to certain spouses, just as important as maintaining their health or achieving certain professional or social status, then they will strive to achieve this valuable thing regardless of the inevitable everyday obstacles.

As R. Balaban (from the city of Beltsy) correctly remarked, "persons who decide to have a large family count on each other's help most of all and on the generosity of their own hearts." And, in contrast, in cases where a family with even two children does not consider itself to be well-off, even objectively good living conditions will not be considered sufficient to have yet another child.

The restructuring which is taking place in this country will undoubtedly have a favorable influence on strengthening the economic foundations of the family; it will compel, as we all hope, the state public organizations to consider its interests more fully. I would also like to see a growing understanding of the fact that the troubles of the contemporary family (and, above, all divorces) stem, to a considerable degree, from the fact that the present-day life style has not yet become a predominantly family-type of life style and that its full potentials have not yet been discovered.

It has been correctly said that there is nothing more sweet or more bitter than children--it is not necessary to absolutize either of these aspects. If you approach the matter dialectically, you will more quickly realize the meaning of the words spoken by Engels to the effect that children, like trees, return with extra interest the expenditures made on them. And, therefore, I would like to end this survey of mail with the following words from the letter written by M. Danilova from Voronezh Oblast to a mother of four sons: "Children are the future of this planet, a continuation of the human race, and inasmuch as we are struggling to preserve the planet and peace on Earth, we must also struggle to preserve the children and maintain the birth rate."

2384

CSO: 18280160

AVIATION CONSTRUCTION PLAN FULFILLMENT, FIRST HALF 1987

Moscow VOZDUSHNYY TRANSPORT in Russian 25 Jun 87 p 1

[Unattributed article: "High Rates for Construction"]

[Text] There is now a visible reanimation on the construction sites of the branch. Summer is the most favorable time for performing construction work. Zealous bosses are trying to use every minute. If you lose time, you will depart from the schedule. Then, it is difficult -- and, at times, impossible -- to get back on schedule. At individual projects, it is still necessary to catch up with the shortfalls that have been permitted in work.

The results of construction work during the first five months of this year are alarming. The capital investment plan has been fulfilled by only 95.2 percent. Although the branch managed the construction and assembly work quota (100.1 percent), the commissioning of production projects was only 28.5 percent of the first half-year plan, and that for total housing area -- 62 percent. You see, however, not very much time remains until the end of the six months and truly titanic efforts are required in order to make up for what has been omitted.

A total of 17 territorial administrations and the Domodedovskoye Production Association have not insured the fulfillment of the plan for assimilating capital investment allocations, and 13 administrations -- and, again, the Domodedovskoye Production Association is among those lagging behind -- have not guaranteed the fulfillment of the plan for construction and assembly work allocations.

The Azerbaijan, Far East, Kirghiz, Magadan, Tajik, Ukrainian, and Yakutsk administrations and the Domodedovskoye Production Association have not been able to enter upon a work rhythm since the beginning of the second year of the 12th Five-Year Plan. Air Terminal complexes in Baku and Khabarovsk; airport complexes in Komsomolsk-na-Amur, Magadan, Omsk, Syktyvkar, and Krasnoyarsk; and other projects are being built with time-frame violations.

Our branch construction organization, the Aviastroy Association that fulfilled the construction and assembly work plan by 92 percent, was in debt. It failed to assimilate 1.3 million rubles. According to the overall construction and

assembly work volume, 12 construction and assembly administrations did not manage their quotas.

Such administrations as the West Siberian and the Far East did not assimilate significant capital investments last year and have not corrected conditions this year -- and, you see, questions concerning the commissioning of production areas and projects in the social sphere are more acute in these regions. It is also necessary to keep in mind that approximately 21 percent of the new aviation equipment is being sent to the northern rayons and to the Far East this year. It is necessary to prepare carefully for the acceptance of the "new settlers" and to rebuild and build new runways, air terminal complexes and airport installations.

The number of construction projects has now been considerably reduced in order to concentrate resources and manpower on the main construction starts. This is already providing results. A total of 19 projects were commissioned in the branch during the first five months. Nevertheless, work is being held back at individual construction starts and they are departing from the schedules. It is possible to include among them the aviation technical base in Karaganda, the international section of the air terminal and the special motor depot in Minsk, the engine testing station in Civil Aviation Plant No 404 in Sverdlovsk, the hotel in the passenger service complex in Moscow, and the rebuilding of the runway at Mirnyy Airport.

The construction of large projects is beginning this year: runways in Tbilisi and for Tolmachevo Airport (Novosibirsk), an air terminal in Khabarovsk, and a scientific experimental center for automating air traffic control in Moscow. It is necessary to arrange matters so that disruptions are not permitted at the beginning of construction because of different types of work shortfalls that could lead to the stretching out of commissioning periods.

The five-month plan for the construction of nonproduction projects was fulfilled by 103 percent. Nevertheless, it is necessary to regard this not as a success but as the minimum required precondition for achieving the assigned goal -- the solving of the housing problem.

During the present year, the branch will commission 196,000 square meters of housing according to the plan. During the first five months, 48,300 square meters were handed over at a time when the plan for the first six months calls for 78,000 square meters. The Armenian, Belorussian, Krasnoyarsk, and Tajik administrations and the Domodedovskoye Production Association are not coping with the construction and assembly work plan for housing construction. For the branch as a whole, the plan has not been fulfilled by 24 housing projects, of which 17 are construction starts this year. The largest shortfall has been allowed in the construction of hostels in Minsk and Domodedov and houses in Minsk, Krasnoyarsk, Khanty-Mansiysk, and Kuybyshev. This means that the handing over of many projects is being put off until the last days. Rush work, which -- as is known -- does not contribute to success, is inevitable because of this.

The customer bears complete responsibility for the state of affairs in construction and for the timely commissioning of projects. However, this is

not understood everywhere, and work continues in the old way. For example, a situation, which urgently requires the correcting of production forms and records in order to supply the construction project with missing materials, has been created at the hostel construction project at the Sasovskoye Flying School. However, the customer is not taking any steps; he is waiting until someone comes to him and solves all these questions.

At health care projects, 2.01 million rubles of capital investments have been assimilated when the plan calls for 2.48 million rubles. The plan for a sanatorium in the Crimea and Pioneer camps in Mansurov and Tsakhkadzor (Armenia), whose construction is being done by Aviastroy Association organizations, is not being fulfilled.

As a recent discussion during a session of the Aviation Workers Trade Union Central Committee Presidium on the tasks to improve housing, social and cultural construction pointed out, trade union committees are underfulfilling their tasks in many matters. They are not looking sufficiently energetically for resources, they are not using additional capabilities for improving matters and, at times, they are standing on the sidelines when the strengthening of public control over the progress in erecting housing and other social and cultural projects is required.

Party and trade union organizations and economic directors on the spot must strengthen the work to improve the organization of labor at construction sites, see to its smooth functioning and high quality, achieve a reduction in material and financial expenditures, and hold those, who do not insure the fulfillment of the tasks, strictly accountable.

"Every day -- a day of urgent work!" -- today, the work at every project must be performed under this slogan. It is necessary to organize a very decisive struggle against losses of work time and cases of production and labor discipline violations. The most urgent task -- the completion of the planned construction work and the commissioning of construction starts within the prescribed time-frames and even before -- must be fulfilled unconditionally.

Of course, it is necessary to organize continuously operating monitoring that will help to reveal bottlenecks and eliminate them. The more actively that public organizations are included in it, the more effective it will become. Every instance of disruption of the work schedule must not occur without attention and consequences. It is necessary to take effective steps not only to eliminate them but also to hold the guilty parties, through whose fault the disruptions are made, strictly accountable.

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CSO: 1829/193

AIR TRANSPORT PLAN, COMPETITION FULFILLMENT, SECOND QUARTER, 1987

Moscow VOZDUSHNYY TRANSPORT in Russian 4 Aug 87 p 1

[Unattributed article: "Progressive Workers Are Setting the Tone"; first three paragraphs are VOZDUSHNYY TRANSPORT introduction]

[Text] First place with the presentation of the challenge Red Banner of the Ministry of Civil Aviation and the Aviation Workers Trade Union Central Committee was awarded to the collectives of the Lithuanian, Ural and Estonian administrations; the Kamchatskoye Production Association; Civil Aviation Independent Aviation Detachment No 235; Civil Aviation Plant No 408, Civil Aviation Construction and Assembly Administration No 21; and the Civil Aviation Central Scientific Research Institute for Automated Control Systems.

The collectives of the Arkhangelsk Administration; the Bykovskiy, Saratovskiy and Ulyanovskiy aviation detachments; Civil Aviation plants No 402 and 410; Civil Aviation Construction and Assembly Administration No 11; and the computer center of the Ukrainian Administration were awarded second place.

Third place was awarded to the collectives of the Leningrad and Tyumen administrations, the Domodedovskoye Production Association, the Pechorskiy Aviation Detachment, Fergana Airport, Civil Aviation plants No 243 and 85, and Civil Aviation Construction and Assembly Administration No 3.

The Collegium of the Ministry of Civil Aviation and the Presidium of the Aviation Workers Trade Union Central Committee have summed up the results of the All-Union Socialist Competition Between the Collectives of Civil Aviation Enterprises during the second quarter of 1987. The adopted decree points out that Civil Aviation workers, by replying with specific deeds to the decisions of the party's 27th congress, are exerting efforts to successfully fulfill the planned targets for the current year and the socialist obligations to greet the 70th anniversary of Great October in a fitting manner. The majority of Civil Aviation administrations and enterprises have achieved notable successes in fulfilling production tasks, have overcome the shortfalls that were allowed during the first months of the year, and are strenuously working to solve the tasks facing the branch.

The plan for the second quarter of 1987 was fulfilled by 102.1 percent in passenger traffic, by 103.2 percent in general shipments, by 107.4 percent in mail shipments, and 105.6 percent in freight shipments. A definite improvement in the work of scientific research organizations was noted.

At the same time, flight safety was not guaranteed in a number of Civil Aviation administrations and enterprises; the number of criminal offenses, administrative transgressions of the law and gross disciplinary misdemeanors grew; the overexpenditure of aviation kerosene allocations was tolerated; and the number of complaints about the quality of passenger service increased. Many branch administrations and enterprises did not fulfill their obligations for assimilating construction and assembly work allocations and did not cope with their tasks for commissioning fixed capital.

The Ministry of Civil Aviation Collegium and the Aviation Workers Trade Union Central Committee Presidium directed the attention of the Civil Aviation administration chiefs and the aviation workers trade union republic and territorial committee chairman to the failure to fulfill planned targets and socialist obligations:

-- for quality indicators and discipline, the Belorussian (V. Kurilo and M. Maysyuk), Kazakh (N. Kuznetsov and Yu. Sakhnenko), Krasnoyarsk (B. Komonov and A. Kurkin), North Caucasus (G. Kruglikov and O. Bayev), Ukrainian (V. Rashchuk and I. Zvinnik), and Yakutsk (I. Dergilev and M. Vasilyev) Civil Aviation administrations;

-- for aviation kerosene savings, the Magadan (A. Yershov and Yu. Yanyushkin) Civil Aviation Administration;

-- for the assimilation of construction and assembly work allocations and the commissioning of fixed capital, the Far East (V. Pilipenko and G. Dolgalev), Kirghiz (V. Alymov and B. Akayev), and Turkmen (V. Volkov and Kh. Geldymuradov) Civil Aviation administrations.

The unsatisfactory work in preventing occupational injuries in the East Siberian (V. Glushkov and E. Aksenov) and Uzbek (B. Turik and B. Salimov) administrations and the Vnukovskoye Civil Aviation Production Association (V. Yudashkin and V. Bezruchko) was pointed out.

It was suggested that, based on the requirements of the June 1987 CPSU Central Committee Plenum, the economic and trade union directors thoroughly analyze work results in the second quarter of 1987 and take effective steps to eliminate the shortcomings in the organization of socialist competition, make wider use of the political and work enthusiasm of aviation workers to greet the 70th Anniversary of Great October in a fitting manner, and continue the work of orienting the competition toward the new management methods and the strengthening of real economic competition.

The USSR Ministry of Civil Aviation Collegium and the Aviation Workers Trade Union Central Committee Presidium expressed the firm conviction that Civil Aviation enterprise collectives will fittingly greet the 70th Anniversary of Great October with highly productive work.



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